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ABSTRACT

This report of the activities of the National Advisory Council on Extension and Continuing Education during 1976 focuses on current information about (1) the nature and extent of the need for federal continuing education programs; (2) the appropriateness of the existing responses in light of the needs identified; and (3) the Council's recommendations for policies, funding strategies, and administrative structures to improve the efficiency and effectiveness of the federal role in postsecondary continuing education. The Council's major findings are presented and include the following: (1) There is a need to define a set of priorities for the federal role in continuing education, (2) successful community problem-solving activities and responsiveness to the needs of adult learners exist when program planning and implementation decisions are made at the local level, and (3) eighty projects from thirty-five states demonstrate effectiveness in helping to reduce the severity of the problems they were funded to address. (In this report, the first two chapters cover the national goal for continuing education and the Council's mandate and major concern (chapter 1), and a discussion of the reauthorization of the Higher Education of 1965 (chapter 2). Major content is presented in chapter 3, which is a detailed discussion of the Council's activities and recommendations, including eight supplementary tables showing summary data by state, distribution of projects, state plan priorities, and federal programs by purpose and agency). (EH)

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Continuing Need Continuing Response Continuing Education

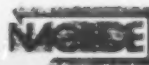
Annual Report 1977

National Advisory Council on
Extension and Continuing Education

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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NATIONAL ADVISORY COUNCIL ON
EXTENSION AND CONTINUING EDUCATION



June 30, 1977

Dear Mr. President:

I am privileged to transmit to you, on behalf of my colleagues, the Eleventh Annual Report of the National Advisory Council on Extension and Continuing Education: Continuing Need, Continuing Response, Continuing Education.

This report reviews the nature and extent of Federal involvement in extension, continuing education, and community service. It describes activities supported by every Federal agency, reflecting Government-wide recognition of the importance of such educational efforts toward achievement of a variety of critical national goals. These Federal efforts supplement an even greater number of programs sponsored by State and local governments, business and industry, organized labor, and by a vast array of voluntary and professional associations.

Despite the large number of programs, and their diversity, opportunities for lifelong learning are not equally accessible to all Americans. At the Council's recent conference on Continuing Education, Manpower Policy, and Lifelong Learning, representatives of business, industry, and organized labor expressed strong concern about the existence of barriers that prevent millions of adults from continuing their education. The results of research conducted by the Council, and information obtained from regularly scheduled discussions with professional educators and adult learners further document specific areas of neglect.

The findings and recommendations contained in this report seek to address these inequities and to improve the quality of life in our society by strengthening the partnership of the Federal Government, postsecondary education institutions, public and private organizations, and the American people.

The Council welcomes your consideration of this report and your response to these recommendations and concerns.

Respectfully submitted,

A handwritten signature in dark ink, reading "Armand L. Hunter". The signature is written in a cursive style with a prominent initial "A".

Armand L. Hunter
Chairman

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**Resigned to accept academic appointment.

Council Meetings Calender Year 1976

January 7	Federal Programs Review Committee	Washington, D.C.	May 24	Continuing Education Policy Committee	Washington, D.C.
January 8-9	Full Council	Washington, D.C.	June 16-18	Full Council	San Francisco, California
January 21-23	Full Council	Atlanta, Georgia	August 2	Continuing Education Policy Committee	Washington, D.C.
February 23	Communi- cations Committee	Washington, D.C.	August 2-3	Executive Committee	Washington, D.C.
February 24	Federal Programs Review Committee	Washington, D.C.	October 7	Continuing Education Policy Committee	Washington, D.C.
March 2-3	Drafting Committee	Washington, D.C.	October 7-8	Full Council	Washington, D.C.
March 24-25	Full Council	Phoenix, Arizona	November 23	Federal Programs Review Committee	Washington, D.C.
May 19	Title I Committee	Washington, D.C.			
May 24	Executive Committee	Washington, D.C.			

*All meetings open to the public (no closed meetings)

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Summary

The National Advisory Council on Extension and Continuing Education was established by the Higher Education Act of 1965, P.L. 89-329, as amended. The Council is unique among Federal educational advisory groups since it includes both public and Federal members. The President appoints twelve public members for three-year staggered terms. The law also specifies the representation of Federal agencies with major responsibility for extension and continuing education activities.

The Council's legislative mandates are:

- *To advise the Commissioner of Education—in the preparation of general regulations and policy matters governing the administration of the Community Service and Continuing Education Program;*
- *regarding policies and procedures governing the approval of State plans for Community Service and Continuing Education;*
- *regarding policies to eliminate duplication and to effectuate the coordination of community services and continuing education programs and other programs offering extension or continuing education activities and services;*
- *To review the administration and effectiveness of all federally-supported extension, continuing education, and community service programs;*
- *To advise the Assistant Secretary of Education with regard to the planning, assessment, and coordination activities in the lifelong learning provisions of title I-B; and*
- *To report Council findings and recommendations to the President, the Secretary of HEW, and the Congress, including recommendations for changes in the provisions of the Community Service and Continuing Education Program and other Federal laws relating to extension and continuing education activities.*

CONTINUING NEED, CONTINUING RESPONSE. CONTINUING EDUCATION is the Council's Eleventh Annual Report. Over the past decade, Council reports have documented the increasingly active role of the Federal Government in helping to reshape the structure and scope of postsecondary education in the United States. The legislation, regulations, policy statements, and decisions that flowed from the executive, legislative, and judicial branches of government were influential in bringing new programs and new services to the American public. Two outcomes of particular importance have resulted from these Federal efforts:

- *Increased access to and opportunities for continuing education for adults; and*
- *The extension of the resources of higher education institutions beyond the physical limits and traditional concerns of the campus to address the problems of local communities.*

Previous annual reports have described these changes and their impact upon individuals and communities. The Eleventh Annual Report of Council activities undertaken during 1976 contains current information about the nature and extent of the need for Federal continuing education programs, the appropriateness of the existing responses in light of the needs identified, and the Council's recommendations for policies, funding strategies, and administrative structures to improve the efficiency and effectiveness of the Federal role in postsecondary continuing education.

FINDINGS: A FEDERAL ROLE IN LIFELONG LEARNING

One of the Council's long-standing goals was reached when authorization for lifelong learning was enacted by the Education Amendments of 1976, as title I, Part B of the Higher Education Act. In both its Sixth and

Ninth Annual Reports, the Council had urged that lifelong learning be established as Federal policy and supported by appropriate legislation.

During 1976, the Council directed its attention initially to providing congressional committees and the Administration with information on lifelong learning which it had assembled over the years. Subsequent efforts focused on identifying issues, policies, and data-resources related to the implementation of this new program.

To assist in these tasks, a National Invitational Conference on Continuing Education, Manpower Policy, and Lifelong Learning was convened in January 1977. More than one-hundred leaders from organized labor, business and industry, postsecondary education, and the Federal Government participated in the two-day conference.

Although a comprehensive assessment of the implications of the conference is currently in process, two areas of concern stood in bold relief in conference deliberations: one, the need to define a set of priorities for the Federal role in continuing education; and two, the need to develop a more rational Federal structure for the administration of continuing education and related programs. The Council therefore proposes two recommendations in this report derived from these concerns:

RECOMMENDATION ONE

That the Secretary of the Department of Health, Education, and Welfare support a national study of continuing education and lifelong learning. The ultimate objective of the study should be the determination of the most effective and economical application of limited Federal resources in support of the development of continuing education and lifelong learning opportunities for the American adult population. This study should be carried out under the direction of the National Advisory Council on Extension and Continuing Educa-

tion with the assistance of a commission composed of distinguished public citizens representative of the education and training interests of organized labor, business and industry, education institutions, public and private community organizations, and Federal, State, and local governments.

The Council should be charged with undertaking an analysis of the resources of the public and private sector already providing educational and training opportunities in response to adult learning needs. In addition, the council should assess barriers, incentives, and disincentives to meaningful participation in continuing education and lifelong learning activities.

The Council should report its findings and recommendations to the Secretary of Health, Education, and Welfare for the purpose of assisting in policy determination and program implementation.

RECOMMENDATION TWO

That the Congress and the Administration develop a more rational structure for the administration of all new and existing authorities related to continuing education, lifelong learning, community college expansion for part-time students, education information centers, and postsecondary vocational education, in order to use more effectively the Federal and State funds presently available and thereby serve more adequately the needs of adult students.

Items which might be considered by the Congress and the Administration include the following:

- A. Establishment within the Office of Education of an administrative structure with policy and oversight responsibility for all Federal extension, continuing education, and lifelong learning activities;

- B. Consolidation of the various categorical programs for continuing education;
- C. Analysis of the functions of the several national advisory councils with educational interests to achieve better coordination, policy determination, and support for post-secondary education programs; and
- D. Representation on advisory councils of the educational interests of labor, business and industry, postsecondary education, Federal, State, and local governments, public and private community organizations, and other consumers and providers of continuing education services.

FINDINGS: PLANNING AND CONDUCTING LOCAL COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAMS

In the 1976 reauthorization of the Higher Education Act, Congress amended title I. The new title I-A retains the community service provisions and expands the scope of the original legislation by defining and authorizing support for continuing education and for the improved use of existing educational resources to increase learning opportunities for all adults.

Information gathered by the Council during 1976, and the results of research conducted independently by other investigators, supports previous Council findings that successful community problem-solving activities and responsiveness to the needs of adult learners are associated with the existence of two conditions: when program planning and implementation decisions are made at the local level, and when inputs relative to program effectiveness are frequently and systematically obtained from the various populations that are served by, and that provide resources to, the program. Therefore, the Council proposes:

RECOMMENDATION THREE

That the Commissioner of Education establish title I regulations which will preserve and enhance the legislative intent that maximum latitude and flexibility be given to States to collaborate with local communities to determine priorities of need, to identify appropriate resources, and to develop and manage community service and continuing education activities.

To insure broad participation in program development, the regulations should require the establishment of State advisory councils representative of the various populations served by the program. State councils should have three primary functions:

- A. Participation in determining State funding priorities;
- B. Participation in selecting projects to be funded; and
- C. Participation in assessing the accomplishments and impacts of the projects funded.

FINDINGS: IDENTIFYING THE OUTCOMES AND PROCESSES OF SUCCESSFUL TITLE I PROJECTS.

The Council reviewed title I projects to provide decisionmakers with current information about program accomplishments, populations served, problems addressed, and the program areas and target groups that require continued attention. An analysis was made of the final reports of eighty projects from 35 States, which were considered by State agency administrators to be their most successful title I activities. These projects demonstrate the effectiveness of title I efforts in:

- *Helping to reduce the severity of the problems they were funded to address;*
- *Serving the educational needs of new groups of adult learners;*

- *Matching existing learning resources with educational needs; and*
- *Generating additional support from State, local, and other Federal funding sources.*

In order for communities to benefit from the success in other locations, more systematic and detailed evaluation, analysis, and reporting about these activities is required than is currently being undertaken. Therefore, the Council recommends:

RECOMMENDATION FOUR

That Congress appropriate funds for sec. 111 of title I, part A, of the Higher Education Act, to enable States to conduct on-going systematic evaluations of both the State plan for the title I program and all State title I projects; and that the Commissioner of Education develop regulations requiring that such evaluations be undertaken.

FINDINGS: APPROPRIATE FUNDING LEVELS FOR THE COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAM

Council studies justify full funding of the Community Service and Continuing Education Program. Therefore, the Council proposes:

RECOMMENDATION FIVE

That Congress appropriate \$40,000,000 in FY 1978 for title I, part A, of the Higher Education Act, to be allocated as follows:

<i>State Grants (sec. 103)</i>	<u>\$33,450,000</u>
Community Service: to provide each State with its proportionate share of the base-year FY 1975 allotment formula specified in sec. 103(a).	15,450,000
Continuing Education and Resources Materials Shar-	

ing: to provide each State with sufficient supplemental funds to support these new programming emphases. 18,000,000

Discretionary Grants (sec. 106) \$4,000,000

To support national and regional projects related to:

- *technological and social change, and environmental pollution;*
- *demonstrating innovative programming formats for providing postsecondary continuing education for adults who are most in need of such opportunities but who are not now participating; and*
- *identifying and utilizing effectively all continuing education resources that exist in a region.*

Technical Assistance (sec. 111) \$2,550,000

To provide the Community Service and Continuing Education Program with professional staff positions and sufficient funds to design and conduct activities to improve planning and evaluation of State and institutional programs; to establish a diffusion network to encourage adoption of successful program and financing strategies, and to disseminate timely and accurate information to States about other Federal programs that provide support for continuing education and social problem-solving activities.

Total budget request title I-A \$40,000,000

FINDINGS: FUNDING REQUIRED FOR IMPLEMENTATION OF THE LIFELONG LEARNING PROVISIONS, TITLE I, PART B, HIGHER EDUCATION ACT

As a matter of record, the Council's recommendations for policy and legislation have sought the commitment of the Federal Government to support lifelong learning. Through the years, Council reports have documented the need for:

- *Extending to adult part-time learners the educational opportunities and resources available to full-time, on-campus, degree-seeking students; and*
- *Developing new programming formats, new curricula, new financing patterns, and new methods of describing and measuring learner and program accomplishments appropriate for lifelong learning.*

The authorization for lifelong learning in title I-B of the Higher Education Act enables the Assistant Secretary for Education to engage in research and data-gathering studies to provide Congress with information about:

- *The nature and extent of adult learning needs;*
- *The opportunities for lifelong learning currently being provided;*
- *Barriers to participation in lifelong learning;*
- *Benefits and costs of various strategies for eliminating the barriers to participation; and*
- *Procedures for utilizing effectively available resources to support lifelong learning.*

The Council, therefore, proposes:

RECOMMENDATION SIX

That Congress appropriate \$5,000,000 in FY 1978 for Title I, Part B, of the Higher Education Act to enable the Assistant Secretary of Education to conduct the studies specified in the legislation, to analyze the data, to interpret their significance, and to report findings to Congress by January 1978, as required by law.

FINDINGS: REVIEW OF FEDERAL PROGRAMS OF EXTENSION, CONTINUING EDUCATION, AND COMMUNITY SERVICE.

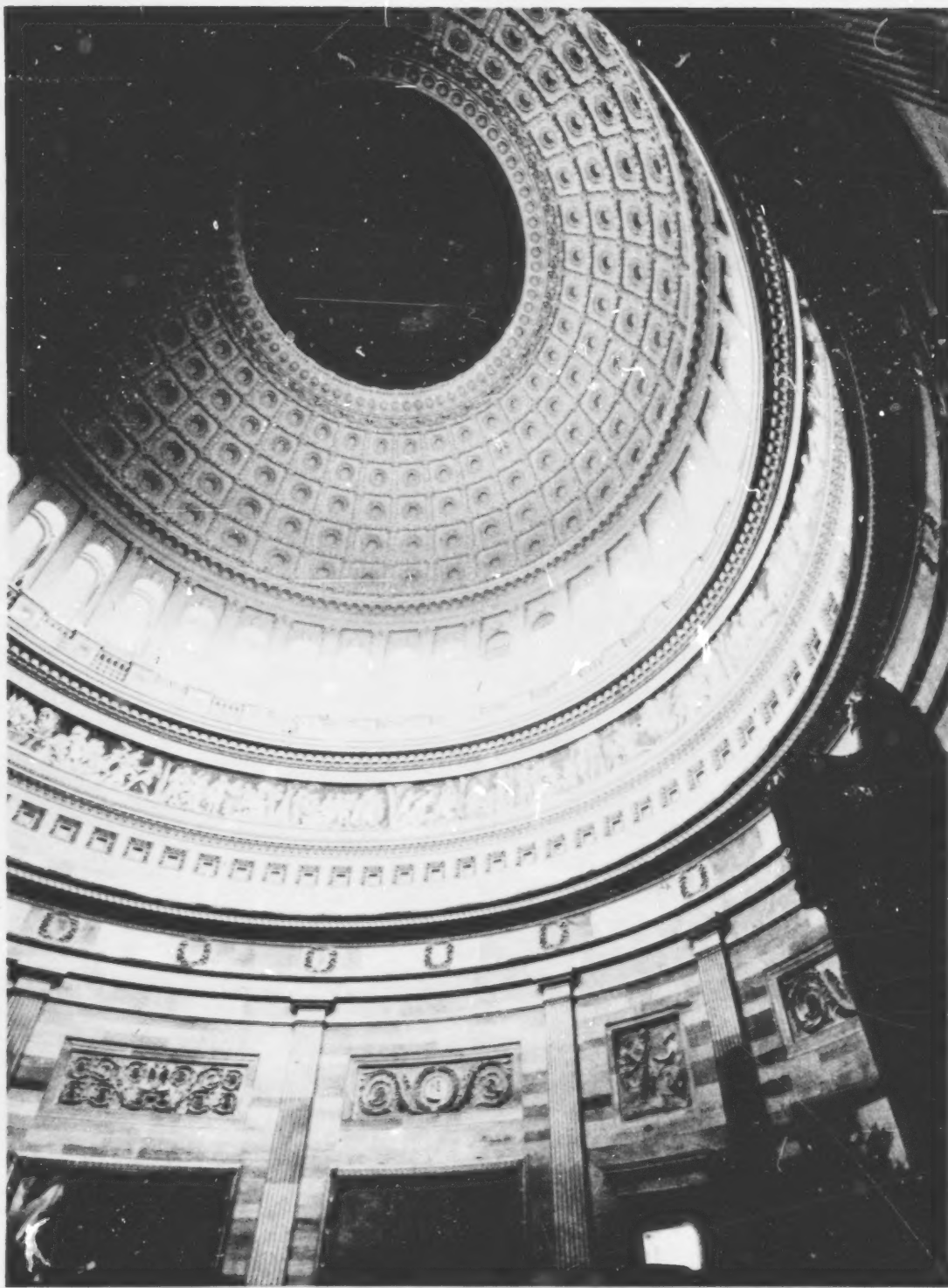
The Council has continued its review of Federally-supported extension, continuing education, and community service programs. A description of 395 programs included in the current survey is available in a separate report, **RESPONDING TO NEED: THE FEDERAL ROLE IN LIFELONG LEARNING**. The report categorizes Federal programs in several ways:

- *By Federal agency responsible for their administration;*
- *By program purpose;*
- *By applicant eligibility; and*
- *By type of funding.*

The identification of the Federal postsecondary continuing education programs to be included in the compendium was a difficult and inconclusive task despite the Council's access to information and the efforts of professional staff familiar with Federal data sources. It is likely that user-groups would have even greater difficulty obtaining timely and accurate information about the great variety of postsecondary continuing education programs currently available. To facilitate more widespread use of Federal resources, the Council proposes:

RECOMMENDATION SEVEN

That information about Federal continuing education programs be gathered by the Commissioner of Education and be made available in clear and easily understood formats through the Education Information Centers authorized by sec. 125, title IV, of the Higher Education Act.



Chapter I

Introduction

... American society should have as a goal the availability of appropriate opportunities for lifelong learning for all its citizens without regard to restrictions of previous education or training, sex, age, handicapping condition, social or ethnic background, or economic circumstances.

(Education Amendments of 1976)

NATIONAL GOAL

This statement is more than an expression of idealism. It is a response by Congress to the fact that continuing education, an integral part of the lives of millions of Americans, is not equally accessible to all. It also recognizes that education and training should be made available to all our citizens and that restrictions to participation in continuing education and lifelong learning should be eliminated. To achieve this goal requires the commitment of all of society: it cannot be the sole responsibility of any single sector.

The Federal Government, however, is a major provider of continuing education for adults. The Council has documented the Government's efforts in recent years, and is currently engaged in a major re-examination of the nature and extent of this involvement.

One fact is clear: continuing education has become an important means through which the Nation has moved toward achieving a variety of critical social goals. To achieve these goals, the Government has sought the cooperation of institutions of higher education in joint efforts to resolve national and local problems, particularly when it appeared

likely that their combined resources would have an impact upon individual and community needs.

Postsecondary institutions have demonstrated their commitment to this partnership. In numerous instances, the Federal Government has provided support to institutions to enable them to apply their vital training and research resources to address State and local problems. This Federal support has benefited society in several ways:

- *Federal agencies are better able to help resolve such important national problems as drug abuse, urban renewal, law enforcement, health care delivery, transportation, unemployment, and environmental and consumer protection;*
- *The capacity of institutions to engage in public service has increased;*
- *Education and training opportunities have been extended to reach individuals not adequately served by traditional education programs; and,*
- *The goal of lifelong learning opportunities for all citizens is closer to realization.*

COUNCIL MANDATE

The Council is an educational advisory body whose twelve public members are appointed by the President for three-year terms. Council members include "persons knowledgeable in the fields of extension and continuing education, State and local officials, and other persons having special knowledge, experience, or qualifications with respect to community problems, and persons representative of the general public." The Council is unique among Federal educational advisory groups since it includes eight members representing Federal agencies with an interest in extension and continuing education such as the Departments of Agriculture; Defense; Health, Education, and Welfare; Housing and Urban Development; Justice; Labor; and State.

The Council, authorized by title I ("community service and continuing education") of the Higher Education Act of 1965, has two broad mandates;

- *To review the administration and effectiveness of all federally-supported extension and continuing education programs, including community service programs, and to make recommendations for changes in Federal laws affecting these programs to the President, the Congress, and the Secretary of Health, Education, and Welfare; and*
- *To advise the Commissioner of Education in the preparation of general regulations and with respect to policy matters arising in the administration of the community service and continuing education program.*

In addition, the Education Amendments of 1976, by creating a new program of lifelong learning, identified a third responsibility for the Council: to assist the Assistant Secretary for Education with regard to the planning, assessment, evaluation, and policy formulation activities specified in the legislation.

In this report the Council describes the activities undertaken during 1976 to fulfill its mandates, including the status of its data-gathering efforts, the findings of these activities, and the Council's recommendations to the President, the Congress, the Secretary of Health, Education, and Welfare, and the Commissioner of Education.

Council activities fall into four major categories:

- **Legislative Proposals:** *The Council developed policy and program recommendations to expand the Federal commitment to continuing education and lifelong learning for inclusion in the reauthorization of the Higher Education Act. The Education Amendments alters the Federal role in support of adult learning in the United States by including provisions for postsecondary continuing education, lifelong learning, student financial aid, education information centers, and community college expansion.*

- **National Assessment:** *The Council convened a National Invitational Conference on Continuing Education, Manpower Policy, and Lifelong Learning, that brought together one-hundred influential leaders from labor, business and industry, postsecondary education, and Government, to review the education and training needs of the public and private sectors. Conference participants assisted in developing policy and program recommendations for consideration by the Council in formulating more concise and responsive national policies in these areas. The proceedings and recommendations of the conference have been published and disseminated widely.*

- **Federal Assessment:** *The Council reviewed all federally-funded programs of extension, continuing education and community service. These activities were analyzed to establish a broad informational base to assist in the development of a more coordinated and efficient application of Federal support for adult learning. This study will be distributed to Federal administrators, to Congress, and to providers and consumers of continuing education.*

- **Title I Review:** *The Council completed a re-examination of the impact on State and local communities of the Community Service and Continuing Education Program of the U.S. Office of Education. The title I program is the only Federal program designed to unite Federal, State, and local funds with institutional and private funds in support of community service, continuing education, and resource materials sharing.*

In addition to these four major activities, the Council has collected and disseminated information on Federal program and legislative activities to meet the expanding demands of Federal and non-Federal agencies and institutions for information on continuing education and lifelong learning. The Council has distributed this information in a newsletter, has prepared background issue papers

and Congressional testimony, has undertaken special studies and provided up-to-date information on emerging issues and priorities.

MAJOR CONCERNS

Council activities are undertaken in direct response to its legislative mandates. The issues encompassed by these mandates, however, are complex and embrace a number of other concerns of importance to both Federal agencies and postsecondary institutions.

Federal support for continuing education is broad and encompasses activities in virtually every agency of the Federal Government. Continuing education, community service, and lifelong learning activities rely even more heavily on the resources of public and private institutions and agencies. These resources are also extensive and are expanding in number and in diversity. The direct beneficiaries of these services—adult learners—are equally varied and require a highly complex and diverse array of services to meet their needs.

Sources and Resources

The role of the Federal Government can be determined best in conjunction with the services which are already available from non-Federal sources. The Council has sought information on these other sources, most recently through its sponsorship of the Invitational Conference on Continuing Education, Manpower Policy, and Lifelong Learning.

One major resource is the instructional and other services provided by postsecondary institutions. The issues and priorities confronting university-based extension and continuing education are those which now more than ever affect all postsecondary education. The ability of postsecondary institutions to respond to the educational needs of Federal agencies, of States, of local communities, and of individuals, depends upon the flexibility,

strength, and capacity of their continuing education delivery systems.

University-based extension and continuing education activities have a long history of commitment to serving adult and community needs and are a major component of the lifelong learning concept. The university base which supports extension and continuing education represents the single largest instructional base currently available to expand lifelong learning in the United States. To implement lifelong learning as a goal of American society, therefore, requires, as one of the first imperatives, the inclusion and support of this instructional base.

The interest of private sector employers, employees, and their families in the availability of continuing education opportunities is more recent. Private support for continuing education and lifelong learning can be documented for individual organizations and agencies, but no data base exists to describe fully the magnitude of private-sector activity although this support is generally recognized by professional educators to be large.

Beneficiaries

The millions of adults already participating in postsecondary continuing education are individuals who benefit most directly from these activities. Studies identified in the Council's Ninth Annual Report indicate that many millions more would participate if given the opportunity to do so. The Council has argued consistently that most Federal education programs were conceived and administered to benefit traditional full-time, on-campus students, studying for degrees and credits. Learners who are not full-time, on-campus students, are either ineligible to participate in these Federal programs, or cannot compete effectively for these benefits with traditional students.

In the past five years, the reports of the National Center for Education Statistics, the

PERCENT OF PARTICIPANTS IN ADULT EDUCATION

SPONSOR OF COURSE OR ACTIVITY 1975

FOUR-YEAR COLLEGE OR UNIVERSITY	19.1
TWO-YEAR COLLEGE OR TECHNICAL-VOCATIONAL INSTITUTE	17.7
EMPLOYER	15.3
GRADE OR HIGH SCHOOL	11.6
COMMUNITY ORGANIZATION	10.8
VOCATIONAL, TRADE, BUSINESS OR FLIGHT SCHOOL	8.6
GOVERNMENT AGENCY	8.0
TUTOR OR PRIVATE INSTRUCTOR	6.9
LABOR ORGANIZATION OR PROFESSIONAL ASSOCIATION	6.1
CORRESPONDENCE SCHOOL	3.6

NUMBER OF PARTICIPANTS IN ADULT EDUCATION

( = ONE MILLION)

COMMUNITY ISSUES		(1.70)
GENERAL EDUCATION		(3.52)
OCCUPATIONAL TRAINING		(8.31)
PERSONAL AND FAMILY LIVING		(2.53)
SOCIAL LIFE AND RECREATION		(2.71)
OTHER AND NO REPORT		(0.55)

Source: *Participation in Adult Education, 1975*. Department of Health, Education, and Welfare, National Center for Education Statistics.

American Council on Education, the many independent State surveys and other studies, have documented the declining enrollment of full-time students in postsecondary education, and have reported the continually rising demand for such services among adult part-time learners. In most postsecondary institutions, the number of part-time students now either equals or exceeds the number of full-time students.

It is this clientele of postsecondary education—part-time adult learners—who are the special concern of the Council, and of the Community Service and Continuing Education Program. They are also the major focus of the new lifelong learning provisions authorized by the Education Amendments of 1976, and the beneficiaries of many of the hundreds of other federally-funded continuing education efforts.

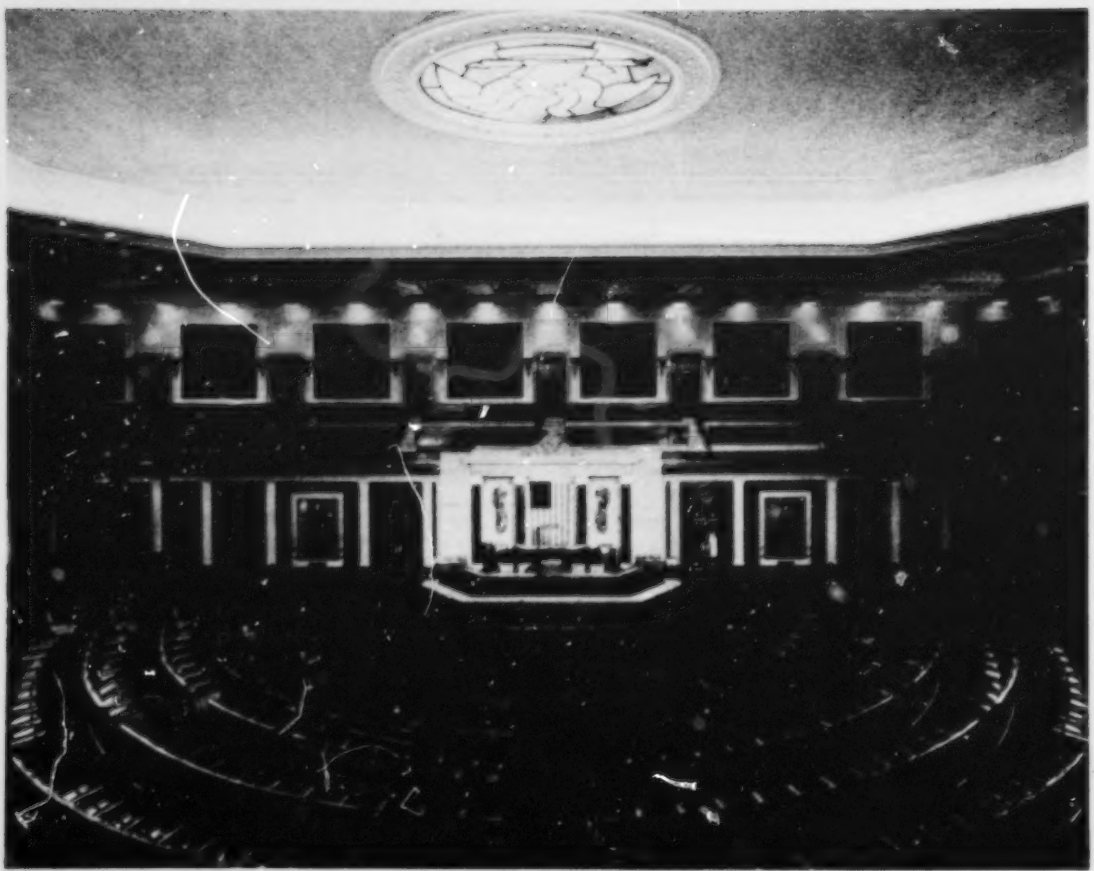
Issues

Within this context of broad-based interest and support for learning opportunities for adults, the Council has identified the following among its major concerns:

- *Equalizing educational opportunities for adults through expansion of Federal support for adult learning and through removal of arbitrary barriers to participation by adults in continuing education and lifelong learning to insure that individuals who need or want education or training can obtain these services with minimal encumbrances, wherever and whenever needed;*
- *Providing services to meet the special needs of individuals who have been bypassed by tradi-*

tional education programs and those who cannot participate in education without Federal assistance;

- *Improving the effectiveness of the hundreds of federally-supported educational programs, authorized by over seventy committees and subcommittees of the Congress and administered by virtually every agency of the Federal Government. Four out of five of these programs fall outside the jurisdiction of the U.S. Commissioner of Education and the Assistant Secretary for Education, and have thus escaped any systematic policy development or comprehensive approach to education planning and development;*
- *Improving the ability of institutions of higher education to respond to Federal program initiatives and to maintain the Federal-university partnership essential to the general welfare of society;*
- *Maintaining the responsiveness of the existing postsecondary delivery system to meet its public service commitment to communities and to individuals;*
- *Increasing the opportunities for the workforce to participate in postsecondary education (the average worker today has already completed twelve years of formal education). The changing requirements of the job market suggest a major expansion of postsecondary education services to relate training to employment; and*
- *Encouraging better utilization of labor-management negotiated education benefits and other forms of private sector financial assistance to increase the resources available to support adult learning opportunities.*



Chapter II

Reauthorization of The Higher Education Act

In passing the Education Amendments of 1976, one of the architects of the bill, the Chairman of the House Subcommittee on Postsecondary Education, said:

A major thrust of the bill, as it left this Chamber last May, and as it returns today, is in its concern for support for those schools who seek to serve nontraditional students.

At the risk of repetition, let me say again that one of the most important postsecondary educational phenomena of this decade has been the mushrooming of the so-called "nontraditional student" at our colleges. I refer to students who are not in the 18- to 24-year-old traditional college-age group, who are not necessarily degree-oriented, and who are not interested in adjusting their schedules and their lives to the customs of the campus. These students are rapidly becoming the majority of college and university enrollees, and yet our Federal laws and policies are aimed at the proposition that they are a tiny handful of anomalies in a student population otherwise identical with the movie scenario campuses of the 1930's.

S. 2657 [Education Amendments of 1976] faces squarely up to the fact the "traditional college student" of the 1930's is no longer traditional. We have amended title I to recognize the importance of adjusting community service, continuing education and resources materials sharing programs, to meet the needs of the nontraditional student, and to initiate a new focus on the concept of lifelong learning, directing the Assistant Secretary for Education to carry out a program of planning, assessing, and coordinating projects relating to lifelong learn-

ing. We have also rewritten much of title X, the title dealing with community colleges, in order to focus this hitherto unfunded title more sharply on the efforts community colleges can make to meet the needs of nontraditional students.

COUNCIL ACTION

In the recent reauthorization of the Higher Education Act of 1965, Congress included in title I (Community Service and Continuing Education) a twofold purpose:

- *To utilize and apply the resources of postsecondary institutions to help individuals and communities resolve social, political, and economic problems; and*
- *To support, expand, and improve the ability of postsecondary institutions to provide continuing education for adults.*

The inadequacy of the funds appropriated for title I since 1965 not only restricted the number of activities that could be supported, but also had a limited impact upon the focus of the program. Funds were utilized for community service activities, the primary emphasis of the legislation, but negligible support was provided for continuing education. In FY 1976, the \$12.1 million appropriated for title I was a significant reduction from the \$15 million the program had received for each of the three previous years (authorized ceiling \$50 million). In 1976, therefore, it was necessary to curtail community service activities already underway.

During the year covered in this report, the Council presented oral and written testimony before the House and Senate authorizing and appropriations committees justifying the need for increased Federal support for title I, and recommended amendments to strengthen Federal investments in postsecondary continuing education: e.g., to expand statewide planning; and establish a single Federal-level unit for policy formulation, program development, and administration of the continuing education program and other programs for adult part-time learners.

The Council argued that restructuring the educational bureaucracy is a critically needed first step toward efficient and more comprehensive responses to adult learning needs. The Council's proposal would bring together the continuing education activities currently administered by the Office of Education and would provide leadership in policy formulation and program development for all Federal agencies which support continuing education activities.

The Council presented this recommendation at a series of meetings with representatives of the Office of Management and Budget, with the Under Secretary of HEW, the Assistant Secretary for Education, the Commissioner of Education, the Deputy Commissioner of Postsecondary Education, and with senior staff members of the Office of Education. At the request of the Under Secretary, the Council prepared issue papers outlining the policy and program concerns affecting the total Federal investment in extension and continuing education.

Other studies were undertaken to analyze the continuing education programs conducted solely by the Office of Education; to review the planning, coordination, and governance of postsecondary education in the States in relationship to implementation of 1202 commissions* and State title I agencies; to assess the impact of State title I projects on communities; and to compile a detailed description of Government-wide activities of extension, continuing education, and lifelong learning.

During the time the lifelong learning bill was being drafted, copies of these and other Council studies, as well as related policy and legislative proposals and detailed supportive data, were submitted to Senator Walter F. Mondale who introduced the legislation and to House and Senate education subcommittees. Meetings were held with congressional

leaders concerned with education policy to provide additional information, to clarify issues related to the need for lifelong learning opportunities, and to recommend strategies for addressing these needs.

Four years prior to this legislative action, in its Sixth Annual Report (March 31, 1972), the Council recommended the establishment of a national policy on lifelong learning—urging the President to support this policy and requesting the Congress to enact it into law.

The Council's 1972 policy recommendation was expanded in 1975 in the Ninth Annual Report.

To Establish a Policy of Lifelong Learning, Congress declares that it is in the National interest that opportunities for lifelong learning through continuing education be available to all citizens without regard to previous education or training; and that considerations of sex, age, social and ethnic background, or economic circumstances shall not restrict the access to all of such opportunities to any individual. In order to promote the continued vitality of our free society, it is also recognized that continuing education programs which extend lifelong learning opportunities will be necessary in order to allow all people to improve their personal well-being as well as their participation in the civic, cultural, and political life of the Nation.

For purposes of this Act, continuing education is defined as any planned, purposeful education activity which furthers, through full- or part-time programs sponsored by lawfully designated and accredited education institutions, the acquisition of knowledge, skill, personal awareness, or professional development, as well as the concerns of the community or Nation for which educational services are appropriate.

In 1972, the Council recommended legislation ("The Continuing Education Act of 1972") to provide Federal support for developing and expanding the continuing education resources of postsecondary institutions as a necessary component of a comprehensive delivery system for lifelong learning.

*Sections 1202 and 1203 of the Education Amendments of 1972 mandated that by FY 1974 States create Postsecondary Education Commissions (1202 Commissions) for the purpose of developing and administering comprehensive State plans for postsecondary education.

The bill proposed by the Council included provisions for: expanded financial support for adult learners, improved resources for individualized instruction, fellowships to expand the faculty base of professional continuing education, the provision of counseling services, the dissemination of information about federally-funded research programs, and program development assistance.

In its Ninth Annual Report (March 31, 1975), the Council released its study on the status of adult part-time students in the United States—by then the majority of students enrolled in postsecondary education and the major clientele of continuing education—and proposed several reforms in Federal student assistance and other student service programs. The Council recommended that the learning opportunities and resources which the Federal Government was providing to full-time, on-campus, degree-seeking students be extended to adult part-time learners.

Authorization for lifelong learning now exists as Part B of title I. This legislation, if adequately funded, has the potential to become an enlightened American counterpart to the lifelong learning policies and programs that exist in most industrialized countries of the world.

AMENDMENTS TO TITLE I, HEA*

The original community service focus of title I was retained in what is now Part A. In addition, Congress authorized expanded Federal support for postsecondary continuing education activities with emphasis given to programs to meet the educational needs and interests of adults not adequately served by educational offerings in their communities, and to State and local planning efforts for improving the use of existing educational resources.

For the first time, the law now contains a definition of "continuing education":

For the purposes of this title the term "continuing education program" means postsec-

ondary instruction designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities for adults who are not adequately served by current educational offerings in their communities.

It also defines "resource materials sharing":

For purposes of this title the term "resource materials sharing program" means planning for the improved use of existing community learning resources by finding ways that combinations of agencies, institutions, and organizations can make better use of existing education materials, communications technology, local facilities, and such human resources as will expand learning opportunities for adults in the area being served.

The formula grants to States provided under title I-A enable States to develop plans for community service and continuing education and to fund projects developed by postsecondary institutions to address locally determined priority needs. The Commissioner of Education has overall administrative authority for Title I-A and, in addition, has responsibility for funding special projects that seek solutions to national and regional problems.

Title I-B is administered directly by the Assistant Secretary for Education for the purpose of policy development, research, demonstration, and information gathering and dissemination. The *planning and assessment* focus of Part B differs significantly from, but is supportive of, the purpose of Part A, which authorizes the *establishment and expansion of community service and continuing education programs*.

Under Title I-B, the Assistant Secretary has responsibility for:

- *Coordinating Federal lifelong learning activities, and to act as an information clearing-house;*

* The complete text of title I, parts A and B, Higher Education Act, as amended, is reproduced in Appendix B.

- *Reviewing employer and union-supported lifelong learning opportunities, and identifying barriers to adult participation in lifelong learning;*
- *Reviewing tax incentives for lifelong learning, and other financing alternatives (including entitlement programs, educational vouchers, and modifications in Federal and State manpower training, public employment, and unemployment compensation legislation);*
- *Consulting with State agencies to determine adult learning needs; and*
- *Conducting research regarding adult learning delivery systems, including the use of employer and union tuition assistance programs.*

AMENDMENTS TO STUDENT FINANCIAL ASSISTANCE PROGRAMS

Until the passage of the Education Amendments of 1976, virtually all of the programs authorized by the Higher Education Act of 1965 limited support and eligibility to existing institutional structures which, through traditional degree, course, and credit activities, were designed to meet the needs of students studying on a full-time basis. These programs were focused primarily on post-adolescent youth. Minimal assistance was made available for those postsecondary education activities which do not necessarily result in degrees and credits, nor require participation on a full-time basis.

The traditional perceptions about the nature of postsecondary education and its clientele has changed in recent years. The Education Amendments of 1972, which authorized Basic and Supplementary Education Opportunity Grants (BEOG and SEOG), gave some recognition to the existence of adult learners and to the needs of this population. This recognition is reconfirmed in the Education Amendments of 1976 through the

reauthorization and expansion of provisions responsive to the special needs of adult part-time learners.

The financial aid program authorized by title IV of the Higher Education Act is the foundation upon which all Federal undergraduate student aid is based. The purpose of the BEOG program is "to assist in making available the benefits of postsecondary education to qualified students in institutions of higher education." The SEOG program supplements the BEOG program by providing additional aid to individuals with serious financial need.

The 1976 Education Amendments leave these two programs largely intact, thereby perpetuating discrimination against adult part-time learners by giving preferential treatment to full-time students. Learners who participate, full-time or half-time, in a "course of study" leading to a degree are eligible to apply for assistance. Less-than-half-time students, regardless of their need, cannot participate, despite the fact that these programs were created as entitlements based on financial need criteria. In addition, recent experience has demonstrated that when these programs are not fully funded, even eligible half-time students have great difficulty competing with full-time students for available funds.

The BEOG program contains another provision which restricts its utility for adult learners. In order to receive assistance, learners must be enrolled in a degree or certificate program of at least a six-month duration. This excludes many learners from activities of a shorter time-span which may be of greater relevance to their needs.

Furthermore, the law limits participation in the student assistance program to four years, with a fifth year permitted in special situations. Most part-time students are not able to earn the baccalaureate degree within this length of time, if that is their goal.

COMMUNITY COLLEGE EXPANSION GRANTS

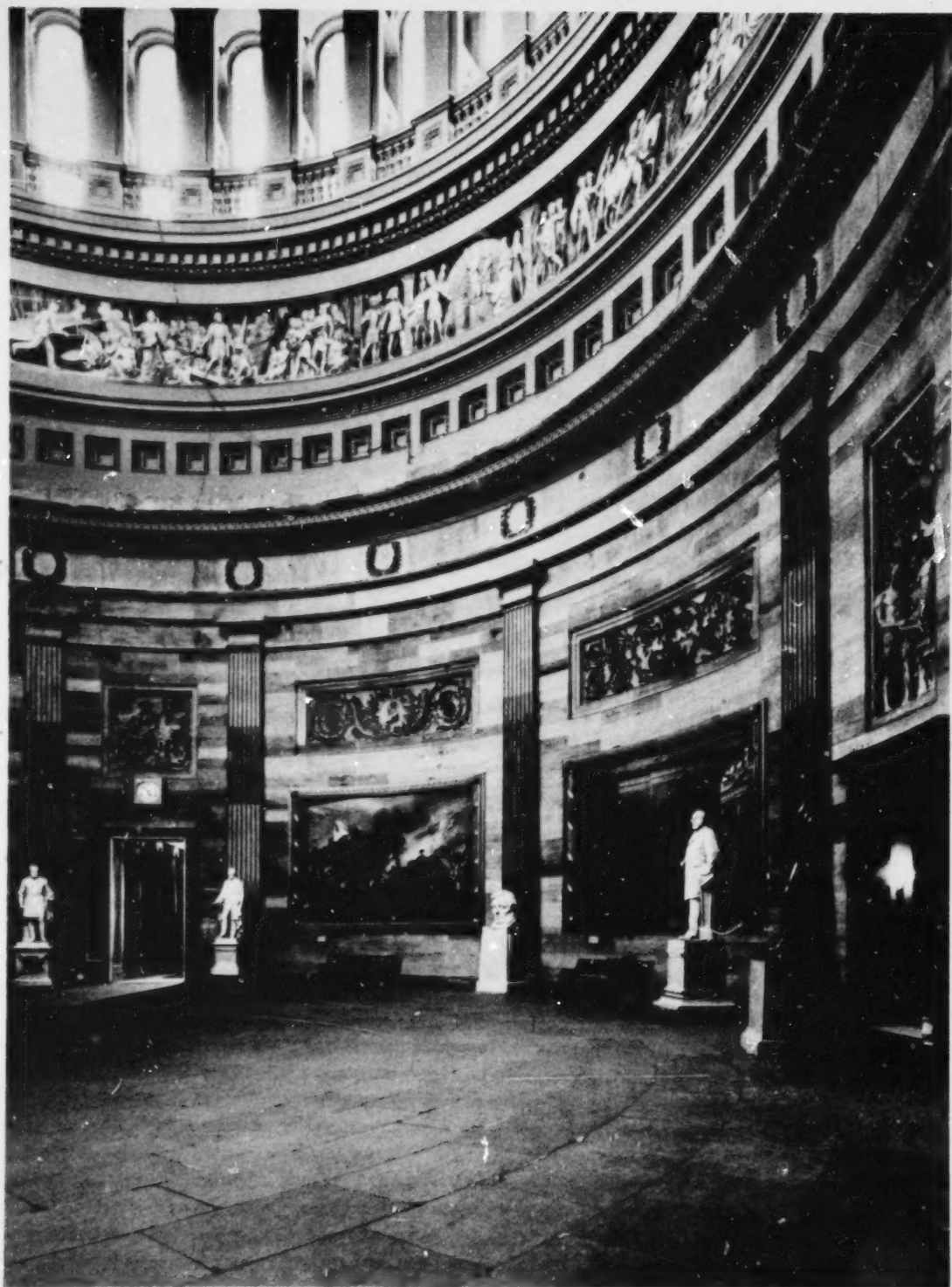
The Education Amendments of 1976 also authorize an appropriation of funds to the States to establish or expand their community college systems and encourage modification of their educational programs and delivery systems to meet the needs of those individuals not served adequately, "especially those among the handicapped, older persons, persons who can attend only part-time, and persons who otherwise would be unlikely to continue their education beyond the high school."

The expansion of the resources of community and junior colleges to meet adult part-time learning needs is a significant development. In recent years, these institutions, more than any others, have established a distinguished record in the breadth of their responses to the learning needs of the general public.

EDUCATION INFORMATION CENTERS

The Education Information Centers were authorized by the Amendments to provide all adults with reasonable access to educational information, guidance, counseling, and referral services. When these centers are funded and become fully operational, users will be able to receive information about the procedures and requirements for applying and gaining acceptance to learning opportunities and about existing Federal, State, and other student financial assistance. Counseling and guidance services will be available to assist adults in identifying the activities appropriate to their educational needs and career plans. Referrals to remedial or tutorial services will be made if such assistance is required.

Effective implementation of the centers authorized by sec. 125, title IV, will remove a major barrier to participation in lifelong learning by providing all adults with access to information and assistance previously unavailable in a single location.



Chapter III

Council Activities and Recommendations

To fulfill its responsibilities, the Council has established a committee structure, with three standing committees assigned tasks specifically responsive to the Council's mandates: the Continuing Education Policy Committee, the Title I Committee, and the Federal Programs Review Committee. In addition, two other committees perform *ad hoc* assignments: the Communications Committee and the Federal Interagency Liaison Committee.

CONTINUING EDUCATION POLICY

The Continuing Education Policy Committee identifies broad educational issues of national concern and undertakes studies and activities to determine appropriate Federal responses. Since the authorization of the lifelong learning provisions (title I-B of the Higher Education Act), the committee has directed its efforts to identifying issues, policies, and data-resources related to the implementation of this new program.

In 1976, on behalf of the Council, the Committee initiated plans for a National Invitational Conference on Continuing Education, Manpower Policy, and Lifelong Learning, which was convened at the Xerox International Center for Training and Management Development in Leesburg, Virginia, on January 10 and 11, 1977. The conference brought together over one-hundred influential leaders from organized labor, business and industry, education, and the Federal

Government to discuss their interests in adult learning and to assist the Council in determining those issues related to continuing education and lifelong learning that ought to be in the forefront of national thought and action.

In convening this conference, the Council had a special purpose: to forge a better alliance among business and labor leaders, professional educators, and Federal policymakers, to develop more responsive public policies for improving adult learning opportunities.

Two basic assumptions generated the Council's interest in such a conference: first, that continuing education cuts across a broad segment of our national life and responds to and enhances the social, political, and economic vitality of the nation; and second, that educational policymaking is not the sole responsibility of professional educators, but should involve other important sectors of society, especially organized labor, business, and industry.

The primary justification for convening the conference was stated publicly by one of the conference speakers, who said, "... the United States, unlike most other developed nations, does not have at its disposal an instrument, a forum, through which the primary parties concerned with adult learning can meet and discuss the nation's agenda of priorities. We have no such central body, where matters of such importance can be discussed deliberately and with authority."

In May 1976, the Council invited representatives from organized labor and business organizations to work with the Continuing Education Policy Committee in preparing for the conference. This planning group had a three-fold task: first, to establish the focus of the conference by identifying the major issues for a national discussion about continuing education, manpower policy, and lifelong learning; second, to engage the interest of labor and business groups in such discussions; and third, to help the Council identify national

leaders able to make significant contributions to a discussion of national policy matters.

The planning committee drafted a *Scope of Work* outlining the issues of common interest to the organizations and institutions to be represented. Among these issues were the following:

- *Should workers receive educational support as a negotiated fringe benefit, as the prerogative of management, as earned credits accumulated with years of service, or as a Government benefit?*
- *What evidence is there of the success or failure of the programs currently available through unilateral or cooperative arrangements between labor and business?*
- *What type of tax relief has been considered to (a) encourage business organizations to sponsor and actively promote paid education programs; (b) encourage business organizations to invest funds in internal training for mobility; and (c) encourage individuals to continue their education?*
- *Are Government agencies and the universities actively pursuing the concept of extension programs for the industrial sector similar to those of the Agricultural Extension Service?*
- *Is it necessary to revamp the structure and programs of the continuing education and extension divisions of universities so that they will concern themselves with the manpower education and training programs needed by industry and the Government?*
- *What is the best way to finance programs for continuing and lifelong education for adults?*
- *What Federal agencies and departments can effectively apply resources to the objectives and goals highlighted by this conference?*

Participants received a list of these issues and supporting background materials prior to the conference, and were asked to give thought to the areas of special importance for consideration and action by the Council.

The Council invited several outstanding individuals to address these issues from the perspectives of the organizations participat-

ing in the conference, and to raise additional issues of their own. The keynote speakers were:

- | | |
|-----------------|--|
| For Labor: | Mr. J. C. Turner
<i>President</i>
International Union of
Operating Engineers |
| For Business: | Mr. Charles L. Brown
<i>Vice Chairman of the</i>
<i>Board (now President)</i>
American Telephone
and Telegraph Com-
pany |
| For Education: | Dr. Paul A. Miller
<i>President</i>
Rochester Institute of
Technology |
| For Government: | Honorable Albert H.
Quie
<i>U.S. House of Representa-</i>
<i>tives</i>
Committee on Education
and Labor

Honorable Jacob K.
Javits
<i>U.S. Senate</i>
Committee on Labor and
Public Welfare |

The issues expressed in both the *Scope of Work* and those raised by the keynote speakers provided the basis for the extended discussions that followed. Each conferee participated in one of several workshop sessions, each composed of a cross-section of individuals from the major organizational groups represented.

Over fifty recommendations and issues were generated by the workshop discussions (a listing of these recommendations is included in the Appendix). They fall into nine broad categories:

- *Federal research and development activities;*
- *The Federal role in providing financial aid to continuing education and lifelong learning;*
- *Reorganization of the Federal education establishment;*

- *Information and dissemination of Federal education programs and services;*
- *Federal support for educational extension services and delivery systems;*
- *Continuation of the dialogue among the primary supporters of continuing education and lifelong learning;*
- *Funding proposals for title I, Parts A and B, of the Higher Education Act;*
- *Broad Federal education policies; and,*
- *Proposals for a White House Conference.*

During FY 1977, the Council will review each issue and recommendation, and will take follow-up action on those that fall within its mandates.

The *Proceedings of the Invitational Conference on Continuing Education, Manpower Policy, and Lifelong Learning*, have been published and distributed widely. The report includes the major presentations, the recommendations and issues, and a list of conference participants. Copies are available to the public.

The Council intends to continue the exchange of ideas begun at the conference and to meet with labor and business representatives on a regular basis to assure that their views are reflected adequately in the Council's ongoing work. This input will strengthen future Council recommendations to the President and Congress, and will provide an additional mechanism for the continuing education needs of labor and business to receive public attention.

The Education Amendments of 1976 identified the Council as a source of information and advice to help guide and implement the new lifelong learning provisions of title I-B. The focus of conference discussions and its findings, and the follow-up activities the Council will undertake during the coming year, have direct relevance to the planning and assessment studies specified by the legislation. The Council will work cooperatively with the Assistant Secretary for Education to provide decisionmakers with information and

recommendations to assist in the development of an appropriate Federal role in lifelong learning.

Although a comprehensive assessment of the implications of the conference is currently in process, two areas of concern stood in bold relief in the conference deliberations: 1) the need to define a set of priorities for the Federal role in continuing education; and 2) the need to develop a more rational Federal structure for the administration of continuing education and related programs. The Council therefore proposes two recommendations in this report that derive from these areas of concern:

RECOMMENDATION ONE:

That the Secretary of the Department of Health, Education, and Welfare support a national study of continuing education and lifelong learning. The ultimate objective of the study should be the determination of the most effective and economical application of limited Federal resources in support of the development of continuing education and lifelong learning opportunities for the American adult population. This study should be carried out under the direction of the National Advisory Council on Extension and Continuing Education with the assistance of a commission composed of distinguished public citizens representative of the education and training interests of organized labor, business and industry, education institutions, public and private community organizations, and Federal, State, and local governments.

The Council should be charged with undertaking an analysis of the resources of the public and private sector already providing educational and training opportunities in response to adult learning needs. In addition, the Council should assess barriers, incentives, and disincentives to meaningful participation in continuing education and lifelong learning activities.

The Council should report its findings and recommendations to the Secretary of Health, Education, and Welfare for the purpose of assisting in policy determination and program implementation.

RECOMMENDATION TWO:

That the Congress and the Administration develop a more rational structure for the administration of all new and existing authorities related to continuing education, lifelong learning, community college expansion for part-time students, education information centers, and postsecondary vocational education, in order to use more effectively the Federal and State funds presently available and thereby serve more adequately the needs of adult students.

Ideas which might be considered by the Congress and the Administration include the following:

- A. The establishment within the Office of Education of an administrative structure with policy and oversight responsibility for all Federal extension, continuing education, and lifelong learning activities;
- B. Consolidation of the various categorical programs for continuing education;
- C. Analysis of the functions of the several national advisory councils with educational interests to achieve better coordination, policy determination, and support for postsecondary education programs.
- D. Representation on advisory councils of the educational interests of labor, business and industry, postsecondary education, Federal, State, and local governments, public and private community organizations, and other consumers and providers of continuing education services.

COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAM

The Title I Committee is responsible for gathering and analyzing data required to fulfill the Council's mandate to advise the Commissioner:

- *In the preparation of general regulations;*
- *On policy matters relating to the administration of the community service and continuing education program, including policies and procedures governing the approval of State Plans; and*
- *On policies to eliminate duplication and to effectuate the coordination of the Community Services and Continuing Education Program and other programs offering extension or continuing education activities and services.*

GENERAL REGULATIONS

The 1976 Amendments to title I require substantial revision of the regulations governing the program. Immediately after the passage of the legislation, therefore, the Council began the process of gathering information about needs, issues, and concerns that should be addressed by the new regulations.

In October 1976, *NACECE News*, the Council's newsletter, briefly summarized the changes made in the legislation and described the rule-making process that was to follow. The mailing was sent to more than one thousand professionals, including State title I administrators, members of State advisory councils, administrators and staff of postsecondary extension and continuing education programs and professional associations related to the field.

In November, the Council participated in two information-sharing sessions: one, a meeting with State administrators in Seattle, and a second meeting with university administrators and faculty in New York. After the "Notice of Intent to Regulate" was published in the *Federal Register* (November 29, 1976), the Council analyzed issues raised by the

amendments to title I and other sections of the Higher Education Act for their potential impact on adult learners and continuing education programs. The Council's December newsletter carried this analysis and urged recipients to address their concerns to both the Council and to the Office of Education.

FEDERAL CSCE PROGRAM ADMINISTRATION

The Community Service and Continuing Education Program (CSCE) is administered at three levels: Federal, State, and institutional. At the Federal level, the U.S. Office of Education has administrative responsibility for the overall program, including:

- *Development of program regulations;*
- *Review and approval of annual amendments to the State Plans;*
- *Review of fiscal reports from the States;*
- *Review and analysis of annual program reports;*
- *Provision of technical assistance to States and postsecondary institutions; and*
- *Funding and monitoring of special programs and projects that seek solutions to national and regional problems caused by technological and social change.*

These functions are carried out by the five professional staff members of the Office of Education CSCE Program. The Council has found that the functional priorities and the administrative procedures of the CSCE staff are appropriate and effective, given the severe limitations of funds and professional staff positions that are available to the Federal program office.

The staff maintains contact with programs and issues primarily through their review of State plans and reports, by convening regional meetings with State title I administrators, and by participating in the annual conference organized by the National Steering Committee. The Steering Committee, composed of one title I administrator from each of the HEW Regions, provides the national office

with information about State concerns and interests.

The Council's review of State reports and the annual program plans for FY 1976 reveals that progress is being made toward eliminating the weaknesses that were identified in the Council's 1975 Program Evaluation:

- *Short-range annual objectives are now described more consistently in relation to long-term program goals (usually for a three-year period);*
- *Plans now present clearer descriptions of program priorities and the justification for their selection, enabling postsecondary institutions to focus their project proposals on identified priorities;*
- *Greater specificity about the demographic characteristics of target groups is being provided; and*
- *Plans for evaluating program impacts are increasingly being included.*

These accomplishments are attributable in large measure to three factors:

- *The dissemination of a planning checklist by the Federal CSCE Program Office to assist States in developing their annual title I plans;*
- *An increasing number of State programs are administered by full-time professional staff: 41 States had one or more full-time professional staff members in 1976, as compared with 22 States in 1973; and*
- *A reduction in the turnover rate of State administrators from 17 new staff members in 1975, to five new administrators appointed in 1976.*

The information gathered at the workshops, at the National Title I Conference held in Seattle in October, and from the review of State plans and program reports reveals that the role of the USOE as technical advisor to State agencies and postsecondary institutions continues to be the single most important and the most seriously neglected function of the Federal CSCE Program.

The review and analysis of State plan amendments and program and fiscal reports, and the monitoring of special projects requires virtually the full-time attention of the national office. Inadequate attention to the other functions of program administration has had consequences of major importance.

The staff has not been able to develop and maintain an adequate support system for the dissemination of information to title I administrators. In order for communities to benefit from and build upon the successful programs and practices developed in other locations, successful activities must be *adapted* to the unique realities of the new community, rather than be literally replicated. Systematic efforts must be undertaken to assist potential users in analyzing the components of successful projects and in modifying them to enhance their utility for local conditions. Such a dissemination system, designed to nurture diversity and flexibility of the CSCE program, while building on its cumulative experiences, would be more labor-intensive than the information storage and retrieval systems used in other dissemination efforts.

In addition, the lack of systematic and comprehensive information-sharing among Federal agencies with programs of support for continuing education and community problem-solving programs prevents the successes of these programs from being integrated more broadly. Furthermore, information about the program priorities of these agencies is not made available on a regular basis to the title I delivery system. An exception to this is the liaison maintained by CSCE with two Federal agencies: the Administration on Aging (with regard to programs for the elderly), and the Civil Service Commission (in relation to the programming available under the Intergovernmental Personnel Act).

Finally, the sporadic and informal distribution of information about the staff behaviors associated with successful title I projects inhibits the improvement of professional prep-

aration programs for the field of continuing education.

SPECIAL PROGRAMS AND PROJECTS

The discretionary grant program authorized by sec. 106 enables the Commissioner of Education to make awards directly to institutions of higher education for demonstration and experimental projects designed to seek solutions to national and regional problems "relating to technological and social changes and to environmental pollution."

This authority, established in 1972, was first exercised in FY 1974, at which time 250 applications were received and eleven projects supported. In 1975, 349 applications were received and only fifteen projects were supported. The priorities for FY 1974 and 1975 proposed funding in five broad areas. The four priorities for FY 1976, that were agreed upon by the Council in October have greater specificity than those of the previous two years.

Discretionary Grant Program Priorities

FY 1974 and FY 1975

- Educating special-interest groups with regard to community problems;
- Development of institutional models of CSCE to increase higher education access for women, prison inmates, the elderly or the handicapped;
- Evaluation of creative institutional programs for community problem-solving;
- Continuing education for employers, employees and organized labor in relation to technological unemployment; and
- Development of models of local government-university cooperation.

FY 1976

Experimentation with inter-State programs directed to regional or national energy conservation, transportation, environmental pollution;

Demonstration of State and/or local government cooperation with postsecondary institutions in developing, operating, and evaluating innovative solutions to the problem of citizen alienation;

Demonstration of regional programs which link higher education, labor, and management in solving problems of job security, productivity, and improving the quality of working life; and

Evaluations of multi-institutional programs that are directed to career mobility or job re-entry.

Fourteen projects funded initially in 1975 received grants to continue operation during FY 1976, thus permitting the funding of only three new projects:

"Futures Invention: An approach to Citizen Involvement in Governmental Processes," to Syracuse University.

"Mid-Career Change: An Evaluative Study of Diverse Models of Continuing Education for Persons Seeking Mid-Career Employment Change," to University of California, Berkeley.

"Citizen Surveys as a Vehicle for Continuing Education Programs in Politics," to University of Cincinnati.

STATE TITLE I PROGRAM

The CSCE Program has two broad purposes:

- *To extend the resources of postsecondary institutions beyond the physical limits and traditional concerns of the campus to aid in the solution of social, political, and economic problems faced by local communities; and*
- *To support the delivery of postsecondary continuing education activities and services to*

adults not adequately served by existing programs.

To accomplish these purposes, the States have responsibility for:

- *Developing and administering a State Plan for title I with the participation of institutions of higher education in the State;*
- *Determining funding priorities based on the need for and the availability of continuing education services; and*
- *Selecting projects to be funded.*

The Council's comprehensive evaluation of the effectiveness of title I, completed in 1975, examined several program issues encompassed by these purposes. During 1976, the Title I Committee gathered data to update the previous study and to provide decisionmakers with current information about program accomplishments, populations served, problems addressed, and the program areas and target groups requiring continued attention.

INSTITUTIONAL PARTICIPATION

The following table illustrates program impact on encouraging postsecondary institutions to initiate community service and continuing education activities. The institutions which were likely to have had some community outreach activity prior to the authorization of the title I legislation—land-grant colleges, state universities, and four-year public institutions—represent an increasingly smaller percentage of the institutions receiving CSCE funds. The trend toward broadly-based institutional participation is reflected in the dramatic growth of community college involvement in the program (Table 1).

Fewer private institutions receive title I funds than public institutions although private four-year colleges comprise one-fourth of the total. This supports the legislative expectation that the title I program would encourage diversity in the types of institutions participating.

Table 1: Participating Institutions CSCE Program FY 1967-FY 1976

	1967		1970		1973		1976	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Land-Grant Colleges and State Universities	63	20	90	18	94	13	85	13
4-Year Public Colleges	122	39	134	27	193	26	170	27
4-Year Private Colleges	85	27	169	34	196	27	148	23
2-Year Public Colleges	38	12	96	19	236	32	229	35
2-Year Private Colleges	6	2	12	2	12	2	13	2
Total	314		501		731		645	

In FY 1975, the last year for which complete data are available, States provided \$8.35 million to match a Federal contribution of \$11.24 million. The statutory requirement that State and local programs provide one dollar for every two dollars of Federal support was exceeded by \$2.73 million. This overmatch is consistent with the funding pattern established from the beginning. In addition, more than 80 percent of these matching funds are provided by postsecondary institutions, which is strong evidence of their commitment to the purposes of the CSCE program (see Table 2).

The distribution of relatively small CSCE project grants among a large number of postsecondary institutions in a State reflects the dual expectations of the legislation: 1) to assist in the solution of community problems; and 2) to strengthen institutional capabilities to make community service and continuing education programs widely available. There is evidence to suggest that this pattern of smaller grants yields positive results in developing and strengthening institutional capability, in increasing local problem-solving skills, and in directing other resources to address community concerns.

The average cost per project was \$35,000 in FY 1975, of which \$20,000 was the Federal share. In 1967, the average Federal project grant was \$15,000, representing a reduction in the Federal commitment, if adjustments are made to reflect the impact of inflation on program costs.

PROGRAM DIVERSITY

Title I was designed to give States and postsecondary institutions maximum flexibility to enable timely and appropriate responses to local problems. Diversity and flexibility remain characteristic of the program. The priorities established by the States cover a wide range of community and individual concerns. Table 5 clusters these into nine need categories and indicates the number of State Plans for FY 1975 and FY 1976 that address each of these concerns.

The priorities for FY 1976 reveal a continuation of the program diversity intended by the legislation, with a somewhat reduced emphasis on government and community development programs, and an increase in personal development activities, particularly for "population groups with special educational needs."

The passage of the Intergovernmental Personnel Act of 1970, which provides both State-grant and discretionary funds for the training of State and local personnel, explains the decrease in the percentage of title I funds directed to the training of public employees.

A separate survey conducted by the Council requested that each State agency provide a final report and any evaluative materials related to their most successful projects. Eighty reports were received from 35 States. Of these, 65 were sufficiently detailed for analysis. The topical categories covered in the reports received are shown in Table 7.

Table 2: Fiscal 1975 Title I—Project Cost

Summary Data by State ¹

State	No. of Projects	Federal Funds		Matching Funds		Average Cost Per Project			
		Total	Percent	Total	Percent	Total	Federal	Matching	Total
Alabama	17	\$179,671	66.7	\$89,835	33.3	\$269,506	\$10,569	\$5,284	\$18,853
Alaska	8	106,028	61.5	66,358	38.5	172,386	13,254	8,295	21,548
Arizona	11	154,899	63.6	88,473	36.4	243,372	14,082	8,043	22,125
Arkansas	15	147,520	56.4	113,867	43.6	261,387	9,835	7,591	17,426
California	15	771,256	51.4	729,429	48.6	1,500,685	51,417	48,629	100,046
Colorado	5	95,783	63.0	56,194	37.0	151,977	19,156	11,239	30,395
Connecticut	12	186,243	59.2	128,168	40.8	314,411	15,520	10,681	26,201
Delaware	8	102,660	63.6	58,830	36.4	161,490	12,833	7,353	20,186
Dist. of Columbia	4	110,473	32.8	226,450	67.2	336,923	27,618	56,613	84,231
Florida	18	340,358	59.2	234,867	40.8	575,225	18,909	13,048	31,957
Georgia	26	243,346	62.1	148,268	37.9	391,614	9,359	5,703	15,062
Guam	3	23,557	66.7	11,779	33.3	35,336	7,852	3,926	11,779
Hawaii	3	127,610	66.3	64,758	33.7	192,368	42,537	21,586	64,123
Idaho	5	105,269	61.6	65,576	38.4	170,845	21,054	13,115	34,169
Illinois	6	429,634	58.6	303,825	41.4	733,459	71,606	50,638	122,243
Indiana	13	265,714	63.2	154,687	36.8	420,401	20,440	11,899	32,339
Iowa	10	179,164	62.1	109,511	37.9	288,675	17,916	10,951	28,868
Kansas	17	156,915	55.2	127,502	44.8	284,417	9,230	7,500	16,730
Kentucky	11	201,043	64.0	112,855	36.0	313,898	18,277	10,260	28,536
Louisiana	11	216,435	60.0	144,217	40.0	360,652	19,676	13,111	32,787
Maine	9	111,896	58.8	78,253	41.2	190,149	12,433	8,695	21,128
Maryland	8	221,205	62.0	135,371	38.0	356,576	27,651	16,921	44,572
Massachusetts	11	283,940	58.8	198,840	41.2	482,780	25,813	18,076	43,889
Michigan	11	393,750	51.5	370,780	48.5	764,530	35,795	33,707	69,503
Minnesota	13	215,029	59.1	148,913	40.9	363,942	16,541	11,455	27,996
Mississippi	6	156,482	61.0	99,936	39.0	256,418	26,080	16,656	42,736
Missouri	16	238,650	64.5	131,199	35.5	369,849	14,916	8,200	23,116
Montana	8	104,603	60.5	68,207	39.5	172,810	13,075	8,526	21,601
Nebraska	8	143,619	59.6	97,417	40.4	241,036	17,952	12,177	30,129
Nevada	4	94,251	60.0	62,847	40.0	157,098	23,563	15,712	39,275
New Hampshire	8	98,700	66.2	50,383	33.8	149,083	12,338	6,298	18,636
New Jersey	12	340,430	45.2	412,202	54.8	752,632	28,369	34,350	62,719
New Mexico	8	118,000	61.7	73,239	38.3	191,239	14,750	9,155	23,905
New York	14	700,000	55.1	569,769	44.9	1,269,769	50,000	40,980	90,980
North Carolina	18	263,571	64.8	143,208	35.2	406,779	14,643	7,956	22,599
North Dakota	12	104,794	66.8	52,038	33.2	156,832	8,733	4,336	13,069
Ohio	16	462,400	61.8	285,728	38.2	748,128	28,900	17,858	46,758
Oklahoma	11	170,098	52.4	154,767	47.6	324,865	15,463	14,070	29,533
Oregon	4	153,917	58.8	107,735	41.2	261,652	38,479	26,934	65,413
Pennsylvania	17	435,262	53.3	381,591	46.7	816,853	25,604	22,446	48,050
Puerto Rico	5	122,683	64.6	67,381	35.4	190,064	24,537	13,476	38,013
Rhode Island	9	102,238	59.8	68,883	40.2	171,121	11,360	7,654	19,013
South Carolina	12	177,837	53.6	153,857	46.4	331,694	14,820	12,821	27,641
South Dakota	11	106,553	64.2	59,287	35.8	165,840	9,687	5,390	15,076
Tennessee	2	135,978	52.7	122,222	47.3	258,200	67,989	61,111	129,100
Texas	24	493,500	56.1	386,837	43.9	880,337	20,563	16,118	36,681
Utah	9	121,905	64.5	67,179	35.5	189,084	13,545	7,464	21,009
Vermont	7	94,399	60.1	62,601	39.9	157,000	13,486	8,943	22,429
Virginia	10	247,001	58.0	178,769	42.0	425,770	24,700	17,877	42,577
Virgin Islands	1	25,015	54.5	20,856	45.5	45,871			
Washington	9	198,451	52.2	181,504	47.8	379,955	22,050	20,167	42,217
West Virginia	10	139,831	47.5	154,489	52.5	294,320	13,983	15,449	29,432
Wisconsin	20	230,309	65.0	124,144	35.0	354,453	11,515	6,207	17,723
Wyoming	4	89,767	66.5	45,200	33.5	134,967	22,442	11,300	33,742
Total, U.S.	565	\$11,239,642	57.4	\$8,351,081	42.6	\$19,590,723	\$19,893	\$14,781	\$34,674

¹ Includes Other Territories and the Commonwealth of Puerto Rico.

Table 3: Distribution of Projects and Institutions Participating in CSCE Projects FY 1976

	Number of Projects	Number of Institutions
Land-grant and state universities	157	85
4-year public colleges	173	170
4-year private colleges	97	148
2-year public colleges	109	229
2-year private colleges	7	13
Total	533	645

Table 4: Percent of Projects in Problem Areas Served by Title I, FY 1968-FY 1976

	FY 1968	FY 1971	FY 1976
Community Development	47	48	47
State and Local Government Personnel	32	23	17
Personal Development	15	24	36

Table 5: State Plan Priorities and Projects Funded FY 1975 and FY 1976

Problem Area	Number of State Plans		Number of Projects Funded FY 1976
	FY 1975	FY 1976	
Community Education for Long Range Development	23	18	37
Community Service Programs for State and Local Government Officials	34	29	92
Organizational Assistance for Community Problem Solving	15	23	69
Consumer Affairs	4	9	37
Economic Development and Employment	29	22	34
Environmental Problems and Growth Policies	26	24	41
Health Services	20	9	36
Population Groups with Special Education Needs*	23	24	87
Relating Older Americans to Society	12	18	66
Multi-Problem Areas	—	—	37
Total			544

*Population groups with special education needs are identified in table 6

Table 6: CSCE Projects for Special Populations

No. of Projects	Population Served
14	Native Americans
29	Minority Group Members
23	Women
7	Incarcerated Adults
8	Urban Poor
6	Handicapped

Table 7: Purposes of Selected CSCE Projects

Category	No. of Reports
Staff development for public employees	12
Community and social problem solving	9
Personal and family development	28
Technical assistance and supportive services	21
Miscellaneous	10

The Council is preparing case studies of exemplary title I projects to illustrate the range of activities in the program and to highlight aspects of the projects which contributed to their success, and thus to the effectiveness of the State's CSCE Program. These studies will be presented to House and Senate appropriations committees in support of the Council's testimony during hearings on future appropriations bills for higher education programs.

STRENGTHENING CSCE PROGRAMS

In 1974, the Federal CSCE Program Office funded a study by James A. Farmer and Alan B. Knox (University of Illinois) to identify alternative ways of strengthening institutional capability to deliver community service and continuing education programs. Study findings confirm the results of the Council's 1975 *Program Evaluation* and add several new dimensions to enhance understanding of the factors and processes associated with successful programs. The Council had found that the following factors were common to successful projects:

- *The services provided were responsive to a significant need of the client and the community;*
- *The services were planned in consultation with the beneficiaries, who were a constituency with ongoing needs;*
- *Effective and deliberate use was made of the resources that existed within the postsecondary institution;*
- *Strong institutional (faculty and administrative) commitment to community service and/or continuing education existed from the onset of the activity;*
- *Title I support was of sufficient duration to enable the project to achieve results;*
- *Planning for strengthening the capacity of the institution to continue to serve the community began at the outset of the project; and*
- *The selection of the institution was based on its ability to contribute to the State's priorities.*

To this list, the "Alternative Patterns Study" adds the following additional factors and processes:

- *Relatively high status of the project director within the institution;*
- *Ability of the project director: to act as a catalyst to get the problem-solving process started; give solutions to problems when necessary; to link resources within the institution and between the institution and the community; and to encourage cooperative behavior among the groups involved in the project;*
- *Ability of the project to involve, or provide regular feedback to, institutional administrators; and*
- *Provision of monetary or material rewards to faculty for their participation.*

These research and evaluation findings have significant potential for improving the CSCE Program. The functions of the job of title I project administrator are now more clearly understood, as are the skills and competencies required for successful performance. This information is useful to improve

the quality of staff development activities for administrators and planners as well as to update programs for the preparation of individuals for future employment in the field.

In addition, the findings of these studies can be translated into standards or guidelines for institutions planning programs of community service and continuing education and for State agencies responsible for selecting programs for funding.

To achieve this potential, however, requires a more sophisticated system of information-sharing and technical support than now exists.

STATE ADVISORY COUNCILS

In March 1976, on the recommendation of the Council, a questionnaire was sent by the CSCE Program to each State title I administrator, requesting information on the status of State advisory councils. All but five of the 55 States and territories responded to the survey. The following is a brief analysis of the data collected.

State advisory councils have been established in 49 of the 55 States and territories that responded. In half of these, a council was established between June 1965 and December 1966, shortly after the title I program came into existence. Three State councils have been created within the last two years.

Not all of the councils that were once established are still intact. When the State 1202 Commissions came into existence in FY 1974,* about one-fifth of the State title I Councils were disbanded or reorganized and their functions assigned to the 1202 Commission.

The majority of the State administrators responding to the survey reported that the State council serves as a valuable resource. Almost all State councils participate in the development of the annual program plan amendment, in the review of proposals, and in the selection of projects for funding, although to varying degrees. The State coun-

* See footnote, page 8

cils generally consult with or assist the State administrative agency in carrying out these functions.

In addition to making recommendations to the designated title I agency regarding the annual plan and the funding of projects, more than half of the councils also play a significant role in determining the funding priorities for the State CSCE Program.

Fewer than half of the State councils, however, have any responsibilities in the area of program evaluation, and only a small percentage of these reported more than a minor role. Terms most commonly used by the State administrators in responding to the questionnaire were "cooperates in some program evaluation," "assists in a limited fashion in program evaluation," and "cooperates with other State agencies in evaluation efforts."

There is wide variation in the procedures used to select State advisory council members. In nine States, the governors appoint members; while in most other States the councils are generally appointed by the State title I agency and are usually drawn from higher education institutions and State and local education agencies. While a few of the States appear to have established balanced council membership, in the majority of them representatives of institutions of higher education outnumber those from other areas. Some State councils have no representation from one or more of the major groups with interest in continuing education, such as business, labor, etc. One State reports no members from the higher education community, another has only representation from post-secondary institutions, and one State reports no representatives of the general public. In general, women and minority groups were disappointingly underrepresented.

More than fifty percent of the State advisory councils have ten to fifteen members. There are five States with councils of fewer than seven members, and four with more than twenty members.

There appears to be some relationship between size of the council and the types of activities it performs. State advisory councils with fewer than ten members are more likely to "assist" the State agency in the development of State plans and in the review of projects for funding. Small advisory councils are not as likely as the larger ones to be active participants in program evaluation or in the establishment of funding priorities.

More than 75 percent of all title I advisory councils hold regularly scheduled meetings, usually at least twice each year. Councils in three States meet only annually; and in three others the Council meets monthly. In those States which do not schedule regular sessions, one or two meetings are convened each year at the discretion of the State title I administrator or the chairperson of the council.

The survey revealed that State administrators value their councils chiefly for the insight they provide into critical issues and for their assistance in identifying populations which should be served by the title I program. One of the greatest strengths of most advisory councils lies in the wide range of interests represented by their membership and in their efforts to keep abreast of the needs in the communities they serve.

The weaknesses or problems noted by some States include: difficulty in arranging meeting times to permit all members to participate fully in council activities, conflicts of interest between council functions and the professional affiliations of some members, budgetary restraints which severely limit council activities, particularly in the areas of program planning and evaluation. Several title I administrators reported that the State administrator with final authority for post-secondary education policy ignores recommendations of the State council, even when this advice is based on careful documentation.

Title I administrators who provided information about these weaknesses in State advi-

sory council performance indicated that measures were being taken to resolve the difficulties. In several States, the councils have been reorganized completely to assure more balanced representation of all sectors; others are revising the procedures used to review and select projects for funding to prevent possible conflicts of interest; and some have begun to conduct staff development activities for council members to increase the quality and extent of their involvement in State title I activities.

SUMMARY OF FINDINGS

Since 1965, community service projects supported by the title I State grant program have been a significant force in encouraging more than 2,000 colleges and universities to direct more of their resources to the solution of problems in their communities. These efforts not only helped to reduce the severity of the problems they were funded to address; they also provided postsecondary institutions with valuable information for improving their credit/degree offerings, and for developing new program formats more responsive to the educational needs of new groups of adult learners.

Postsecondary institutions have increasingly become a linkage between the needs of individuals and organizations, and varied resources that exist throughout the country. An informal but effective nationwide problem-solving network has been created with significant potential as a mechanism for economic and social growth and development.

The staff development and training activities for State and local employees that were supported by CSCE projects, have played an important role in improving the planning and service functions of public agencies. The improved quality and timeliness of agency responses that resulted from these title I efforts have helped to reduce citizen alienation from these institutions and have created greater

public awareness of the benefits that can result from extending the resources of postsecondary institutions to those who can apply their learning to the solution of community problems.

During the past decade, there has been a significant increase in the range of issues encompassed by the community service and continuing education program, creating more extensive linkages between the learning needs and learning resources that exist in communities, and generating additional support for the maintenance of problem-solving efforts from State, local, and other Federal funding sources.

In anticipation of congressional support for a stronger continuing education focus in the 1976 Education Amendments, the States have conducted the needs assessments and the other planning activities required for program development. The projects that are ready to begin operation are designed to respond to the learning needs of adults not adequately served by any existing programs: adults with limited labor markets skills, unclear career goals, and financial status that make them ineligible for Federal student assistance programs, managers and employees of small businesses, adults who are employed and have no access to continuing education opportunities at times and locations suitable to their needs, handicapped adults, the elderly, and adults in correctional institutions.

The successful outcomes of the title I program support the congressional expectations that community problem-solving and responsiveness to the needs of adult learners are accomplished more effectively when responsibility for program planning and implementation is placed at the local level.

The four recommendations that follow seek to:

- *Strengthen participatory planning at the local level;*
- *Provide funds for systematic evaluation of title I projects, and for identification of the*

specific planning and implementation activities that can be associated with the outcomes reported; and

- *Provide funds to support the community service, continuing education, and resource materials sharing provisions of title I-A; and the research, planning, and assessment activities authorized in the lifelong provisions of title I-B.*

RECOMMENDATION THREE

That the Commissioner of Education establish title I regulations which will preserve and enhance the legislative intent that maximum latitude and flexibility be given to States to collaborate with local communities to determine priorities of need, to identify appropriate resources, and to develop and manage community service and continuing education activities responsive to local needs and conditions.

To insure broad participation in program development, the regulations should require the establishment of State advisory councils representative of the various populations served by the program. State councils should have three primary functions:

- Participation in determining state funding priorities;
- Participation in selecting projects to be funded; and
- Participation in assessing the accomplishments and impacts of the projects funded.

RECOMMENDATION FOUR

That Congress appropriate funds for sec. 111 of title I, part A, of the Higher Education Act, to enable States to conduct ongoing systematic evaluations of both the State plan for the title I program and all State title I projects; and that the Commissioner of Education develop regulations requiring that such evaluations be undertaken.

RECOMMENDATION FIVE

That Congress appropriate \$40,000,000 in FY 1978 for title I, part A, of the Higher Education Act, to be allocated as follows:

<i>State Grants (sec. 103)</i>	<u><u>\$33,450,000</u></u>
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Community Service: to provide each State with its proportionate share of the base-year FY 1975 allotment formula specified in section 103(a).	15,450,000
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Continuing Education and Resources Materials Sharing: to provide each State with sufficient supplemental funds to support these new programming emphases.	18,000,000
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<i>Discretionary Grants (sec. 106)</i>	<u><u>\$4,000,000</u></u>
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To support national and regional projects related to:

- *technological and social change, and environmental pollution;*
- *demonstrating innovative programming formats for providing postsecondary continuing education for adults who are most in need of such opportunities but who are not now participating; and*
- *identifying and utilizing effectively all continuing education resources that exist in a region.*

<i>Technical Assistance (sec. 111)</i>	<u><u>\$2,550,000</u></u>
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To provide the Community Service and Continuing Education Program with professional staff positions and sufficient funds to design and conduct activities to improve planning and evaluation of State and institutional programs; to establish a diffusion network to

encourage adoption of successful program and financing strategies, and to disseminate timely and accurate information to States about other Federal programs that provide support for continuing education and social problem-solving activities.

Total budget request title I-A \$40,000,000

RECOMMENDATION SIX

That Congress appropriate \$5,000,000 in FY 1978 for title I, part B, of the Higher Education Act to enable the Assistant Secretary of Education to conduct the studies specified in the legislation, to analyze the data, to interpret their significance, and to report findings to Congress by January 1978, as required by law.

FEDERAL PROGRAMS REVIEW

Five years ago, the Council began a comprehensive analysis of Federal activities in postsecondary continuing education and subsequently reported its findings in two documents: A QUESTION OF STEWARDSHIP (1972), and A MEASURE OF SUCCESS (1973).

In 1976, the Council's Federal Programs Review Committee resumed the task of providing policymakers with information about all federally-supported extension, continuing education, and community service programs. The complete report on the Council's latest survey, RESPONDING TO NEED: THE FEDERAL ROLE IN LIFELONG LEARNING, will be available soon.

The programs or program components selected for inclusion in this compendium conform as closely as possible to the statutory definitions and intent of the 1976 Amendments to title I:

Continuing education program means postsecondary instruction designed to meet the educational needs and interests of adults, including expansion of available learning opportunities for adults who are not adequately served by current educational offerings in their communities.*

Where course offerings are involved, such courses must be university extension or continuing education courses and must be: (a) fully acceptable toward an academic degree; or (b) of college level as determined by the institution offering such courses.

*Community service program means an educational program activity, or service, including a research program** and a university extension or continuing education offering, which is designed to assist in the solution of community problems in rural, urban, or suburban areas . . .*

Lifelong learning . . . [is described as including] continuing education, independent study, agricultural and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use of innovation and research results, and to serve family needs and personal development.

*The National Center for Education Statistics defines postsecondary institution as " . . . an academic, vocational, technical, home study, business, professional, or other school, college or university or other organization or person offering educational credentials or offering instruction or educational services (primarily) to persons who have completed or terminated their secondary education or who are beyond the age of compulsory school attendance, for attainment of educational, professional, or vocational objectives."

**In addition to research related to community problem-solving, the survey also includes two other types of research activities: 1) programs designed to improve the quality, accessibility, and management of postsecondary continuing education; and 2) programs designed to increase the competence of professional researchers, i.e., research grants that enable scientists to pursue full-time study for a specified period of time. Programs of support for full-time study in "regular" undergraduate or graduate degree programs are not included.

Resource materials sharing program means planning for the improved use of existing community learning resources by finding ways that combinations of agencies, institutions, and organizations can make better use of existing educational materials, communications technology, local facilities, and such human resources as will expand learning opportunities for adults in the area being served.

Technical assistance, counseling, and information dissemination programs are included only if these services are delivered via workshops, conferences, institutes, and/or on-site visitations. Services provided primarily by mailings of printed materials are not included.

There are 395 programs which meet the above criteria. They are administered by 40 Federal departments and agencies. The Education Division of HEW has jurisdiction over 77 (20 per cent) of these programs; 74 of these are administered by the U.S. Office of Education. A wide variety of national goals and individual learning needs is represented. These programs fall in the following broad categories:

- *Human Resources Development: instructional programs designed to upgrade the knowledge and skills of people in jobs targeted by legislation, or to prepare people for such employment.*
- *Community Development/Social Problem Solving: programs of technical assistance or instruction to assist communities or groups in solving specified social problems, or enriching the quality of community life.*
- *Personal Development: programs to enable individual learners to participate in postsecondary education activities to meet needs and interests of their own.*
- *Supplemental Support Services: programs designed to establish or improve the quality of postsecondary continuing education.*

Table 8 summarizes the material in the compendium by primary purpose and by the agencies responsible for their administration. The table illustrates that the primary focus of Federal support for continuing education is on increasing the professional competence of people working in fields targeted specifically by legislation, particularly in the biomedical sciences. Substantial funding is also available for the development of public sector and public service employees, including the professions related to energy, education, and law enforcement. This focus is the result of the growing awareness on the part of public policymakers that continuing education is an essential tool for attaining a variety of national goals.

The identification of the Federal postsecondary continuing education programs included in the compendium was a difficult and inconclusive task despite the Council's access to information and the efforts of professional staff familiar with Federal data sources. It is likely that user-groups would have even greater difficulty obtaining timely and accurate information about the great variety of postsecondary continuing education programs. To facilitate more widespread use of Federal resources, the Council proposes:

RECOMMENDATION SEVEN

That information about Federal continuing education programs be gathered by the Commissioner of Education and be made available in clear and easily understood formats through the education information centers authorized by title IV of the Higher Education Act.

Table 8: Federal Programs by Purpose and Agency

Function	Number of Programs	Departments/Agencies
1. Human Resources Development 215		
• Educational Personnel (41 programs)	25	HEW/Office of Education
	1	HEW/Human Development
	1	Interior
	1	State
	1	Transportation
	1	ERDA
	6	Arts and Humanities
	3	Natl. Science Foundation
	2	Smithsonian
• Health Manpower (70 programs)	69	HEW /Public Health Service
	1	Veterans Administration
• Law, Corrections (16 programs)	2	Interior
	1	Justice/Drug Enforcement Admin.
	2	Justice/FBI
	7	Justice/LEAA
	2	Justice/Bureau of Prisons
	2	Treasury
• Federal, State, and Local Employees (19 programs)	3	Defense
	1	HEW/Public Health Service
	3	HEW/Social and Rehab. Service
	2	Transportation
	3	Civil Service Commission
	1	Action
	5	Environ. Protection Agency
	1	Nuclear Regulatory Comm.
• Continuing Professional Educa- tion (48 programs)	3	Commerce
	1	HEW/Human Development
	4	HEW/Social and Rehabilitation Service
	3	HEW/Office of Education
	2	Interior
	2	Labor
	7	Environmental Protection Agency
	1	State
	3	Transportation
	1	Treasury

Table 8: Federal Programs by Purpose and Agency—Continued

Function	Number of Programs	Departments/Agencies
	3	ERDA
	10	Arts and Humanities
	2	Library of Congress
	1	Natl. Science Foundation
	6	Smithsonian
• Skilled Occupations and Small Business (20 programs)		
	2	Commerce
	2	HEW/Office of Education
	2	Interior/Bureau Indian Affairs
	10	Labor/ETA
	3	Small Business Administration
	1	Appalachian Regional Commission
2. Community Development and Problem Solving.....	97	
	5	Agriculture
	1	Commerce
	1	Defense
	1	HEW/Office of the Secretary
	13	HEW/Public Health Service
	9	HEW/Office of Education
	3	HEW/Human Development
	1	HUD
	14	Interior
	7	Justice
	1	Labor
	1	State
	3	Transportation
	1	Civil Rights Commission
	1	Corporation for Public Broadcasting
	1	Consumer Products Safety Commis- sion
	2	ERDA
	8	Regional Commissions
	11	Arts and Humanities
	1	National Science Foundation
	2	Community Services Admin.
	4	Environ. Protection Agency
	4	Action
	2	Smithsonian

Table 8: Federal Programs by Purpose and Agency—Continued

Function	Number of Programs	Departments/Agencies
3. Personal Development 22		
	1	Defense
	12	HEW/Office of Education
	3	HEW/Social and Rehabilitation Service
	1	Interior/Bureau Indian Affairs
	1	Justice
	4	Veterans Administration
4. Supplemental Support Services 61		
• Improving the continuing education delivery system		
a) Institutional support, including equipment, facilities, property (26 programs)		
	2	Agriculture
	1	Defense
	3	HEW/Public Health Service
	13	HEW/Office of Education
	1	HEW/Human Development
	1	Interior
	1	State
	1	Arts and Humanities
	2	General Services Administration
	1	Veterans Administration
b) research, demonstration, technical assistance (29 programs)		
	6	HEW/Public Health Service
	9	HEW/Office of Education
	1	HEW/FIPSE
	1	HEW/NIE
	1	Labor
	1	ERDA
	2	Library of Congress
	1	NASA
	4	Arts and Humanities
	1	National Science Foundation
	2	Veterans Administration
• Learner Services: counseling, information, referral and technical assistance (6 programs)		
	1	HEW/Office of Education
	1	Interior
	2	Labor
	2	Veterans Administration

COUNCIL COMMUNICATIONS

The Communications Committee acts as the focal point for the preparation and dissemination of Council publications. Working with the other committees, the Communications Committee develops plans for sharing the Council's findings and conclusions with Federal policymakers, State and local agencies, institutions of higher education, State title I administrators, State advisory councils, and with professional associations in the field. In recent years, the growing recognition of the importance of continuing education to the social and economic health of our nation, has resulted in a marked increase in requests for Council studies, position papers, and reports. The Committee is responsible for coordinating activities to insure that these requests receive timely responses in appropriate formats.

During this reporting year, the Committee assisted in developing the Council's newsletter, *NACECE NEWS*, which contains current information on Federal continuing education and lifelong learning activities. *NACECE NEWS* is distributed to State and local agencies, postsecondary institutions, professional associations, congressional delegations and staff, and to selected Federal agencies.

FEDERAL INTERAGENCY LIAISON

The Federal Interagency Liaison Committee was established to plan, coordinate, and implement close working relations between the Council and Federal agencies and congressional committees with interest in continuing education. The Committee has assisted the Council in arranging regular information exchanges with Federal decision-makers to:

- *Identify any data needs resulting from legislative or administrative proposals they may have under consideration; and*
- *Inform them of Council activities, and the findings and recommendations resulting from Council research and activities.*

The Committee has been particularly effective in obtaining Congressional affirmation of the Council's work and assurances of continued funding for its activities. The following statement appeared in the Report of the House Appropriations Committee on June 2, 1976:

The National Advisory Council on Extension and Continuing Education was established by Congress in order to review the administration and effectiveness of all federally supported extension and continuing education programs and make recommendations concerning improvements in these programs. That advisory council was established under the same title of the Higher Education Act of 1965 as the program of grants to the States for community service and continuing education, which program is only one of more than one hundred programs for which the advisory council has responsibility.

The Administration has, for the past several years, recommended the termination of the Community Service Program, and on each occasion, operated on the assumption that, if that program is terminated, the advisory council is also terminated. The Congress has not permitted the Community Service Program to be terminated; however, the uncertainty as to the extension of the advisory council impedes proper planning and has impaired its ability to carry out its legal responsibilities effectively.

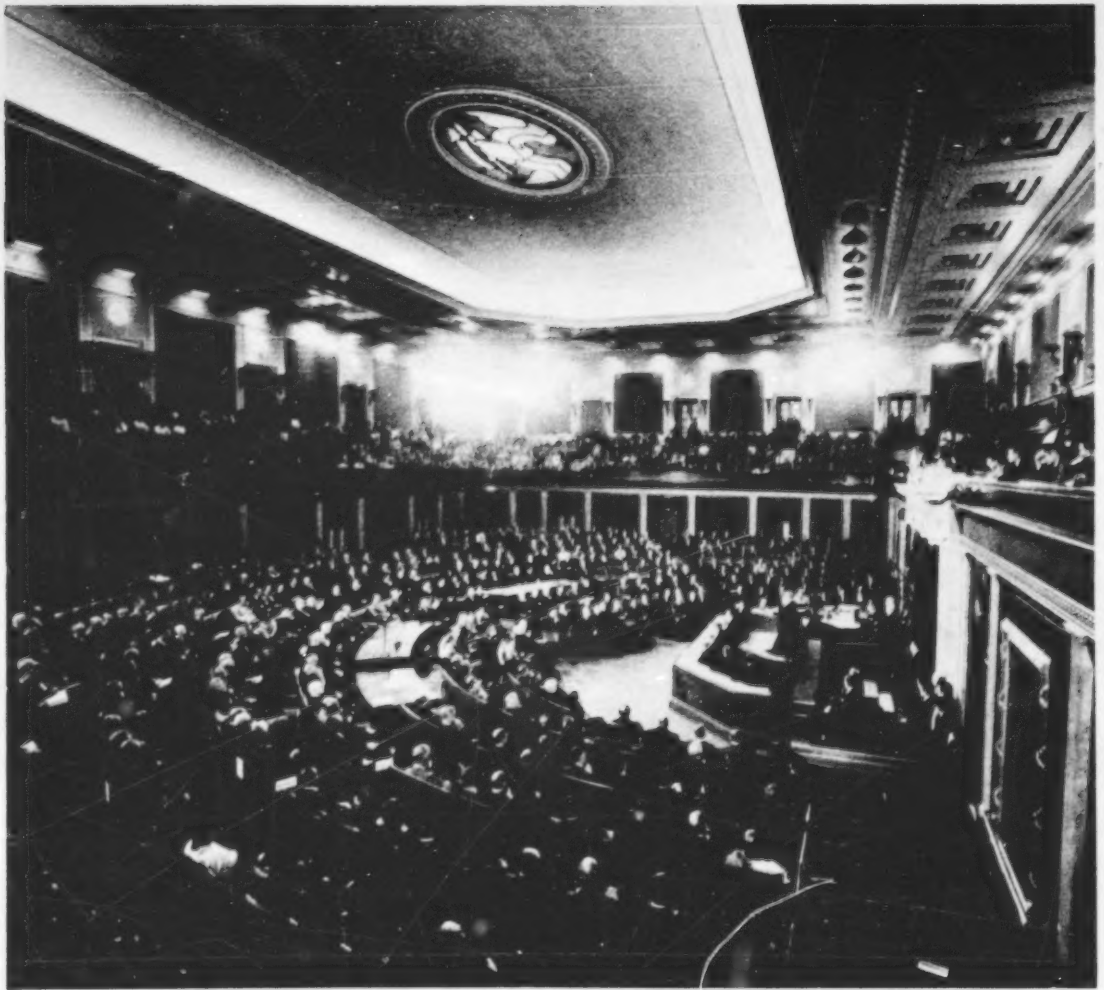
For this reason, the Committee wishes to make clear that the functions of the National Advisory Council on Extension and Continuing Education are broader than the Community Service Program and are not dependent upon the duration of the Program.

The Committee has had evidence of a need for funding to enable the advisory council to carry out its responsibilities and expects the Commissioner to make the necessary amount available from the salaries and expenses account for fiscal year 1977.

Soon thereafter, the Senate Appropriations Committee made a similarly unprecedented statement:

The Committee concurs with the House in requiring further funding for the National Advisory Council on Extension and Continuing Education and the four [professional] positions assigned to support that Council.

In the event that additional funds are required to accommodate the Committee recommendation, it is expected that appropriate adjustments will be made in the amounts budgeted for program evaluation, information clearinghouses, or if necessary, program administration.



Chapter IV

Conclusion

The Eleventh Annual Report of the National Advisory Council continues to find that interest and activity in continuing education have been greatly stimulated by Federal programs and Federal funds. The Council's Sixth Report (1972), examined the nature and extent of the Federal interest in continuing education as it was reflected in the administration of programs. In 1973, the Council sought to balance that perspective by studying in depth the impact Federal programs have had on institutions of higher education and especially on their continuing education resources and facilities.

In 1974, the Eighth Annual Report contained a detailed analysis of Federal efforts in six major areas of continuing education activity:

- health care
- education
- social work
- minority business
- arts and humanities
- public service

The Council described the tendency of the Government to legislate and fund these programs as discrete entities, which resulted in the creation of many programs with similar or related purposes, but administered by different departments and agencies. The report concluded that the multiplicity of programs and agencies, and the relatively brief lifespan of most of them, created serious difficulties for coordinating, planning, and effectively utilizing the resources of postsecondary education institutions.

In 1975, the Council published two reports: one, the results of its comprehensive evaluation of title I of the Higher Education Act; and the other, a detailed study of the

needs of the adult part-time student. The Council reported that the challenges and problems of our urban, complex, and rapidly-changing society require more effective and widespread utilization of the resources of institutions of higher education to address the problems and needs of people and communities. The Council urged the creation of

A system in which the doors of our colleges and universities are open in service to all who can use their knowledge, a system in which the faculties and students become directly involved in helping people solve the real problems of the real world . . .

. . . Title I is a contemporary expression of that goal.

The Tenth Annual Report presented specific recommendations to enhance the effectiveness of title I, and through title I to move the Federal Government toward mobilizing postsecondary continuing education resources better to serve public purposes.

The Education Amendments of 1976, incorporating many of the Council's recommendations, created Federal mechanisms through which lifelong learning for all Americans can become a reality. The seven recommendations in this Eleventh Annual Report seek to improve the quality of life in our society by building upon the valuable partnership which has developed over the years between the Federal Government, postsecondary institutions, public and private organizations, and the general public, by proposing modifications to, and adequate funding of, existing legislation.

To achieve the goal of lifelong learning for all our citizens requires the commitment of all our society to examine continuing needs, to develop continuing responses, to provide continuing education.



Appendix A

Recommendations of Participants

The following is a list of the major recommendations and issues expressed to the Council by participants in the Invitational Conference held at the Xerox Center on January 10 and 11, 1977.

Approximately fifty recommendations/issues were generated by workshop participants for further consideration by the Council. These are organized under broad categories which better reflect the participants' general areas of concern.

The Council appreciates the assistance it received from conference participants. In the months ahead, the Council will seriously review each recommendation/issue and will initiate follow-up action and study of those which are especially relevant to its Congressional mandate. The recommendations/issues which the Council will endorse will appear in the form of further reports, studies, Congressional testimony, and official submissions to the President, the Congress, the Secretary of HEW, the Assistant Secretary for Education, and the Commissioner of Education.

FEDERAL RESEARCH AND DEVELOPMENT ACTIVITIES:

There was general consensus that there ought to be a major Federal research and development effort on continuing education and lifelong learning in the following areas:

1. A comparative study of the European experience with adult continuing education and lifelong learning activities;
2. An examination of the American credentialing system and of its brokers;
3. The appropriateness of the current sys-

tem of providing continuing education in terms of new clientele and their needs;

4. Identification of the reasons for non-participation in continuing education and lifelong learning activities;
5. The development of strategies for the elimination of the barriers to participation;
6. An identification of issues related to tax disincentives to participation;
7. A demographic study of adult continuing education and lifelong learning needs; and
8. An examination of how continuing education and lifelong learning activities are to be provided.

In addition to the above items, the participants specifically requested that the National Advisory Council undertake the following research priorities:

9. A study to determine the various forms of continuing education as it is understood, financed, and administered by the organizations represented at the conference;
10. An examination of various successful demonstration continuing education activities conducted by the major providers, including forms of subsidy, delivery systems, and programming, with special attention to cooperative efforts;
11. An examination of the current forms of incentives for participation in continuing education and, on the basis of this effort, a determination of the appropriate application of Federal tax dollars to continuing education and lifelong learning activities; and
12. An exploration of a sample cross-section of publicly-funded adult continuing education programs in terms of quality, relevance, and effectiveness along the lines of industry's evaluation of its own programs, with the intention of rewarding high performance and thereby developing exemplary models of response to demonstrated learning needs.

THE FEDERAL ROLE IN PROVIDING FINANCIAL AID TO CONTINUING EDUCATION AND LIFELONG LEARNING:

Questions of "Who pays?" and "For what?" and "How?" were evident in all the workshops. There was general agreement that the Federal Government had an important role to play in supporting continuing education and lifelong learning, but that this role was as yet undertermined and ought to be determined in conjunction with a better understanding of the current resources available from organized labor, business and industry, State and local governments, and other agencies. It was suggested that . . .

1. Federal incentives ought to be developed to encourage the non-Federal community to support continuing education and lifelong learning.
2. Tax relief should be provided for non-job-related educational activities.
3. The cost of all off-the-job lifelong learning should be deductible from income tax when not paid from public funds, but that this should not be a substitute for the need of the Federal Government to subsidize lifelong learning for all individuals, including programs conducted by unions and industries.
4. Alternative methods should be considered for providing entitlements to lifelong learning, such as:
 - a. Unlimited right by birth;
 - b. A set term limited to two or four years; and,
 - c. Drawing rights based on the number of years worked.
5. Federal funds be used to support demonstration efforts dealing with non-traditional cooperative arrangements among the primary parties in support of continuing education and lifelong learning;
6. Federal funds should be available for institutional support as well as for student

subsidies for the part-time student. This support should be directed to:

- a. Persons not now equitably served by continuing education;
 - b. Those most in need; and,
 - c. Those for whom such aid will have the greatest impact; those who are technologically and geographically displaced; the unemployed; and employees of small businesses.
7. Financial and other support services available to the full-time student should also be available to the part-time student.

REORGANIZATION OF THE FEDERAL EDUCATION ESTABLISHMENT:

It was generally agreed that because of the escalation of interest and demand for continuing education and lifelong learning among broad segments of the American public, there should be some kind of administrative reorganization at the Federal level that would demonstrate a response to this interest. There was general agreement that . . .

1. There be created a cabinet-level education agency with responsibility for policy-making, administration and monitoring of Federal education activities;
2. The manpower services and programs of the Federal Government not be included in the proposed cabinet-level department;
3. There be established a high-level national coordinating body, either independent of or part of a Federal agency, with policy, oversight, and administrative responsibility for Federal extension, continuing education, and lifelong learning activities;
4. There should be on-going consideration of legislation for consolidation of the various categorical programs for continuing education, and for ways to reduce the competition among various agencies for appropriated funds in these areas; and
5. The functions of the various national advi-

sory councils on education should be reviewed for the purposes of better coordination. Representation on these councils should reflect the interests of labor, business and industry, government, and education.

INFORMATION AND DISSEMINATION OF FEDERAL EDUCATION PROGRAMS AND SERVICES:

Although most workshop participants were generally aware of the Federal involvement in education, many expressed dissatisfaction with the lack of convenient and usable information services regarding these Federal programs. The following recommendations were therefore expressed:

1. The Federal Government should provide a coordinated effort at one location from which users could obtain information about federally-supported education services, programs, and research findings;
2. Existing information clearinghouses in continuing education and related fields improve their ability to disseminate information and to respond quickly and effectively to inquiries. Also, such clearinghouses should broaden their memberships to include the interests of labor and business and industry;
3. The Education Information Centers recently authorized by the Education Amendments of 1976, should be set up to respond to specific requests from labor, business and education for information on federally-funded lifelong learning opportunities;
4. The Council should take action to publicize the availability and applicability of the Basic Education Opportunity Grant Program and other Federal financial aid programs for continuing education and lifelong learning; and
5. There should be available to all adults, as a right, access to counseling services to

assist them in preparation for work. Information about, and referrals to, education and career opportunities and resources should be available, as well as technical assistance to help people with career planning. These activities should use existing resources where available or expand others where necessary.

FEDERAL SUPPORT FOR EDUCATIONAL EXTENSION SERVICES AND DELIVERY SYSTEMS:

Most of the workshops reported out recommendations calling for an improvement and expansion of the delivery systems that, in effect, would determine the success of a timely and efficient Federal response to demonstrated learning needs. These recommendations were that . . .

1. A Federal continuing education policy be based on fitting supply to both expressed and latent demands for education through local delivery systems. This can be achieved through collaborative planning by local business, labor, Government, and educational institutions;
2. The Council seek and support Congressional action to develop a labor extension service to provide training and education for workers, and that this labor extension service be modeled upon the Extension Service of the Department of Agriculture. This extension service would assist the unemployed as well as the employed worker;
3. There be support for an expansion of the extension service concept to meet business, industry, and urban needs; and
4. As a matter of public policy, the Federal Government's support for an urban extension program should be provided primarily as institutional and program grants and not as payments to individuals.

**CONTINUATION OF THE DIALOGUE
AMONG THE PRIMARY SUPPORTERS
OF CONTINUING EDUCATION
AND LIFELONG LEARNING:**

Although some workshop participants expressed uneasiness over the lack of focus on the specific conference objectives and the lack of clarity about many of the terms used (e.g., "continuing education," and "lifelong learning"), most workshops reported recommendations endorsing the idea of national and local dialogue among the primary parties on the themes of the conference that . . .

1. Provisions be sought to continue a dialogue on continuing education and lifelong learning among the parties involved, not only at the Federal and national levels, but at the local level as well;
2. These dialogues be used to strengthen the links between education and work;
3. This dialogue be continued by urging the convening of a White House Conference on adult and continuing education;
4. This dialogue be continued through a new Presidentially-appointed commission;
5. This dialogue continue through use of existing agencies, such as the National Center for Productivity and Quality of Working Life; and
6. This dialogue continue because of the lack of unanimity among the primary parties regarding the proper role of the Federal Government in supporting lifelong learning and continuing education, and regarding specific recommendations for Federal policies in these areas. The conference can be viewed only as a first step in this direction.

**FUNDING PROPOSALS FOR
TITLE I, PARTS A AND B:**

When discussing title I of the Higher Education Act, most of the workshops appeared to concentrate on the new Lifelong Learning Program authorized by title I, Part B. It was proposed that . . .

1. The Council should support full funding for the new lifelong learning program authorized by title I; and that a first priority in the implementation of this program should be the clearinghouse functions specified there by the Congress;
2. There be adequate funding for programs and activities conducted under title I (both parts A and B) of the Higher Education Act; and
3. Current Federal legislation for continuing education should be full-funded (specific programs not identified).

BROAD FEDERAL POLICIES:

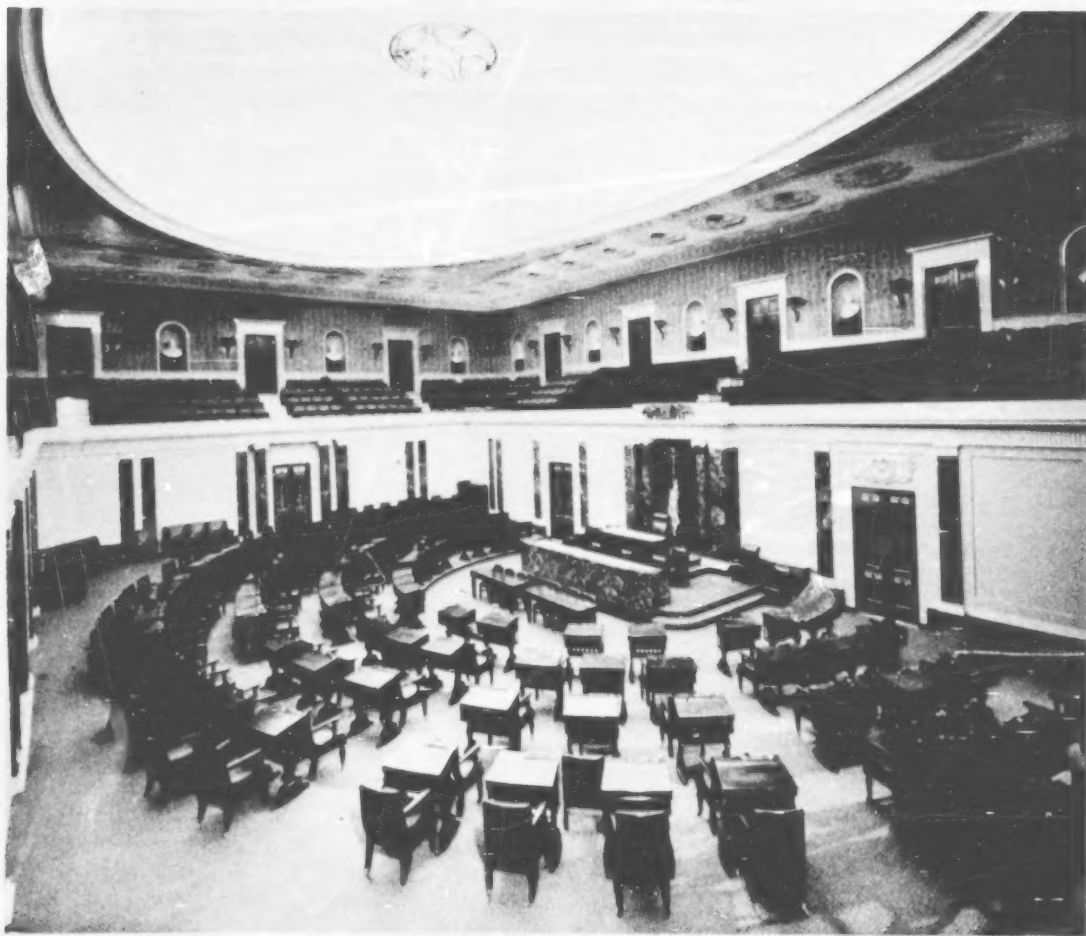
In addition to the recommendations contained in the above categories, two additional policy recommendations were mentioned, that . . .

1. There should be a Federal policy to insure that all citizens have access to and opportunities for continuing education, with first priority given to education for employment. Opportunities for leisure time and other personal learning needs should also be made available;
2. A continuing education policy is vital in two major areas:
 - a. For updating and upgrading occupational competencies; and,
 - b. For personal development to help individuals function competently in a family and as citizens in a rapidly changing society.

WHITE HOUSE CONFERENCE

The following observations were expressed about the value of a White House Conference as the vehicle for continuing a national dialogue on continuing education and lifelong learning: that . . .

1. If a White House Conference on Education is convened, the Council should seek to have continuing education and lifelong learning become its major focus;
2. The idea of a White House Conference is an outdated concept of the 50's and 60's, and that a more suitable Federal response in the 70's would be a national study commission with specific research objectives identified, including a national needs assessment of adult learning opportunities;
3. If a White House Conference were to take place, the organizational interests represented at the Council's conference should be included and that the following should be considered:
 - a. A "Bill of Rights" for lifelong learning;
 - b. A continuing dialogue on definitions, concepts, and forms relating to "continuing education," "basic education," "vocational," "recurrent education," etc.; and
 - c. The promotion of primary citizenship in the family, education, and work—all integrated into a total living experience as a way to deal with the fundamental crises of society.



Appendix B

Title I, Higher Education Act of 1965

(P.L. 89-329, amended)

HIGHER EDUCATION ACT OF 1965

(P.L. 89-329, as amended)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Higher Education Act of 1965."

TITLE I — COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAMS

Part A — Community Service and Continuing Education Programs

APPROPRIATIONS AUTHORIZED

Sec. 101 (a) For the purpose of (1) assisting the people of the United States in the solution of community problems such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use by enabling the Commissioner to make grants under this part to strengthen community service programs of colleges and universities, (2) supporting the expansion of continuing education in colleges and universities and (3) supporting resource materials sharing programs, there are authorized to be appropriated \$40,000,000 for the fiscal years 1977, 1978, and 1979.

(b) For the purpose of carrying out a program for the promotion of lifelong learning in accordance with the provisions of part B, there are authorized to be appropriated, \$20,000,000 for fiscal year 1977, \$30,000,000 for fiscal year

1978, and \$40,000,000 for fiscal year 1979.

DEFINITION OF COMMUNITY SERVICE PROGRAM AND CONTINUING EDUCATION PROGRAM

Sec. 102 (a) For purposes of this part, the term "community service program" means an educational program, activity, or service including a research program and a university extension or continuing education offering, which is designed to assist in the solution of community problems in rural, urban, or suburban areas, with particular emphasis on urban and suburban problems, where the institution offering such program, activity, or service determines —

- (1) that the proposed program, activity, or service is not otherwise available, and
- (2) that the conduct of the program or performance of the activity or service is consistent with the institution's over-all educational program and is of such a nature as is appropriate to the effective utilization of the institution's special resources and the competencies of its faculty.

Where course offerings are involved, such courses must be university extension or continuing education courses and must be —

- (A) fully acceptable toward an academic degree, or
- (B) of college level as determined by the institution offering such courses.

(b) For purposes of this part, the term "continuing education program" means

postsecondary instruction designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities for adults who are not adequately served by current educational offerings in their communities.

(c) For purposes of this part, the term "resource materials sharing programs" means planning for the improved use of existing community learning resources by finding ways that combinations of agencies, institutions, and organizations can make better use of existing educational materials, communications technology, local facilities, and such human resources as will expand learning opportunities for adults in the area being served.

ALLOTMENTS TO STATES

Sec. 103 (a) From the sums appropriated pursuant to section 101 (a) for any fiscal year which are not reserved under section 106 (a) the Commissioner shall allot to each State an amount which bears the same ratio to such sums as the population of such State bears to the population of all the States, except that, for any fiscal year beginning on or after October 1, 1976, no State shall be allotted from such sums less than the amount which such State received during the fiscal year beginning July 1, 1974.

(b) The amount of any State's allotment under subsection (a) for any fiscal year which the Commissioner determines will not be required for such fiscal year for carrying out the State plan (if any) approved under this part shall be available for reallocation from time to time, on such dates during such year as the Commissioner may fix, to other States in proportion to the original allotments to such States under such subsection for such year, but with such proportionate amount for any of such States being reduced to the extent it exceeds the sum the Commissioner estimates such State needs and will be able to use for such year for carrying out the State plan; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts were not so reduced. Any amount reallocated to a State under this subsection during a year from funds appropriated pursuant to section 101 shall be deemed part of its allotment under subsection (a) for such year.

(c) In accordance with regulations of the Commissioner, any State may file with him a request that a specified portion of its allotment

under this part be added to the allotment of another State under this part for the purpose of meeting a portion of the Federal share of the cost of providing community service programs under this part. If it is found by the Commissioner that the programs with respect to which the request is made would meet needs of the State making the request and that use of the specified portion of such State's allotment, as requested by it, would assist in carrying out the purposes of this part, such portion of such State's allotment shall be added to the allotment of the other State under this part to be used for the purpose referred to above.

(d) The population of a State and of all the States shall be determined by the Commissioner on the basis of the most recent satisfactory data available from the Department of Commerce.

USES OF ALLOTTED FUNDS

Section 104 A State's allotment under section 103 may be used, in accordance with its State plan approved under section 105 (b), to provide new, expanded, or improved community service and continuing education programs, including resource material sharing programs.

STATE PLANS

Sec. 105 (a) Any State desiring to receive its allotment of funds under this part for use in community service and continuing education programs, including resource materials sharing programs, shall designate or create a State agency or institution which has special qualifications with respect to solving community problems and which is broadly representative of institutions of higher education in the State which are competent to offer community service and continuing education programs, including resource materials sharing programs, and shall submit to the Commissioner a State plan. If a State desires to designate for the purpose of this section an existing State agency or institution which does not meet these requirements, it may do so if the agency or institution takes such action as may be necessary to acquire such qualifications and assure participation of such institutions, or if it designates or creates a State advisory council which meets the requirements not met by the designated agency or institution to consult with the designated agency or institution in the preparation of the State plan. A State plan

submitted under this part shall —

- (1) provide that the agency or institution so designated or created shall be the sole agency for administration of the plan or for supervision of the administration of the plan; and provide that such agency or institution shall consult with any State advisory council required to be created by this section with respect to policy matters arising in the administration of such plan;
- (2) set forth a comprehensive, coordinated, and statewide system of community service and continuing education programs, including resource materials sharing programs, under which funds paid to the State (including funds paid to an institution or combination thereof) pursuant to section 107 (c) under its allotments under section 103 will be expended solely for community service and continuing education programs, including resource materials sharing programs which have been approved by the agency or institution administering the plan (except that if a comprehensive, coordinated, and statewide system of community service and continuing education programs, including resource materials sharing programs, cannot be effectively carried out by reason of insufficient funds, the plan may set forth one or more proposals for community service and continuing education programs, including resource materials sharing programs, in lieu of a comprehensive, coordinated, statewide system of such programs);
- (3) set forth the policies and procedures to be followed in allocating Federal funds to institutions of higher education (and combinations thereof) in the State, which policies and procedures shall insure that due consideration will be given —
 - (A) to the relative capacity and willingness of particular institutions of higher education and combinations thereof (whether public or private) to provide effective community service and continuing education programs, including resource materials sharing programs;
 - (B) to the availability of and need for community service and continuing education programs, including resource materials sharing programs, among the population within the State; and
 - (C) to the results of periodic evaluations of the programs carried out under this part;
- (4) set forth policies and procedures designed to assure that Federal funds made available under this part will be so used as not to supplant State or local funds, or funds of institutions of higher education, but to supplement and, to the extent practicable, to increase the amounts of such funds that would in the absence of such Federal funds be made available for community service and continuing education programs, including resource materials sharing programs;
- (5) set forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State (including such funds paid by the State or by the Commissioner to institutions of higher education or combinations thereof) under this part; and
- (6) provide assurances that all institutions of higher education in the State have been given the opportunity to participate in the development of the State plan.
 - (b) The Commissioner shall approve any State plan and any modification thereof which complies with the provisions of subsection (a).
 - (c) The Commissioner shall not by standard, rule, regulation, guideline, or any other means, either formal or informal, require a State to make any agreement or submit any data which is not specifically required by this part.

SPECIAL PROGRAMS AND PROJECTS RELATING TO NATIONAL AND REGIONAL PROBLEMS

Sec. 106 (a) The Commissioner is authorized to reserve from the sums appropriated pursuant to section 101 for any fiscal year an amount not in excess of 10 per centum of the sums so appropriated for that fiscal year for grants pursuant to subsection (b).

(b) (1) From the sums reserved under subsection (a), the Commissioner is authorized to make grants to, and contracts with, institutions of higher education (and combinations thereof) to assist them in carrying out special programs and projects, consistent with the purposes of this part, which are designed to seek solutions to national and regional problems relating to technological and social changes and environmental pollution.

(2) No grant or contract under this section shall exceed 90 per centum of the cost of the program or project for which application is made.

PAYMENTS

Sec. 107 (a) Except as provided in subsection (b), payment under this part shall be made to those State agencies and institutions which administer plans approved under section 105 (b). Payments under this part from a State's allotment with respect to the cost of developing and carrying out its State plan shall equal 75 per centum of such cost for the fiscal year ending June 30, 1966, 75 per centum of such costs for the fiscal year ending June 30, 1967, 50 per centum of such costs for the fiscal year ending June 30, 1968, and 66 2/3 per centum of such costs for the fiscal year ending on or after June 30, 1969, except that no payments for any fiscal year shall be made to any State with respect to expenditures for developing and administering the State plan which exceed 5 per centum of the costs for that year for which payment under this subsection may be made to that State, or \$40,000, whichever is the greater. In determining the cost of developing and carrying out a State's plan, there shall be excluded any cost with respect to which payments were received under any other Federal program.

(b) No payments shall be made to any State from its allotments for any fiscal year unless and until the Commissioner finds that the institutions of higher education which will participate in carrying out the State plan for that year will together have available during that year for expenditure from non-Federal sources for college and university extension and continuing education programs not less than the total amount actually expended by those institutions for college and university extension and continuing education programs from such sources during the fiscal year ending June 30, 1965, plus an amount equal to not less than the non-Federal share of the costs with respect to which payment pursuant to subsection (a) is sought.

(c) Payments to a State under this part may be made in installments and in advance or by way of reimbursement with necessary adjustments on account of overpayments or underpayments, and they may be paid directly to the State or to one or more participating institutions of higher education designated for this purpose by the State, or to both.

ADMINISTRATION OF STATE PLANS

Sec. 108 (a) The Commissioner shall not finally disapprove any State plan submitted under this part, or any modification thereof, without first affording the State agency or institution submitting the plan reasonable notice and opportunity for a hearing.

(b) Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State agency or institution administering a State plan approved under section 105 (b), finds that —

- (1) the State plan has been so changed that it no longer complies with the provisions of section 105 (a), or
- (2) in the administration of the plan there is a failure to comply substantially with any such provision,

the Commissioner shall notify the State agency or institution that the State will not be regarded as eligible to participate in the program under this part until he is satisfied that there is no longer any such failure to comply.

JUDICIAL REVIEW

Sec. 109 If a State's plan is not approved under section 105 (b) or a State's eligibility to participate in the program is suspended as a result of the Commissioner's action under section 108 (b), the State may within sixty days after notice of the Commissioner's decision institute a civil action in an appropriate United States district court. In such an action, the court shall determine the matter de nova.

SPECIAL PROGRAMS AND PROJECTS RELATING TO PROBLEMS OF THE ELDERLY

Sec. 110 (a) The Commissioner is authorized to make grants to institutions of higher education (and combinations thereof) to assist such institutions in planning, developing, and carrying out, consistent with the purpose of this part,

programs specifically designed to apply the resources of higher education to the problems of the elderly, particularly with regard to transportation and housing problems of elderly persons living in rural and isolated areas.

(b) For purposes of making grants under this section, there are authorized to be appropriated such sums as may be necessary for the fiscal year ending June 30, 1973, each succeeding fiscal year ending prior to October 1, 1978, and for the period beginning July 1, 1976, and ending September 30, 1976.

(c) In carrying out the program authorized by this section, the Commissioner shall consult with the Commissioner of the Administration on Aging for the purpose of coordinating, where practicable, the programs assisted under this section with the programs assisted under the Older Americans Act of 1965.

TECHNICAL ASSISTANCE AND ADMINISTRATION

Sec. 111 (a) The Commissioner is authorized to reserve not to exceed 10 per centum of the amount appropriated for any fiscal year pursuant to section 101 (a) in excess of \$14,500,000 for the purpose of this section.

(b) From funds reserved under subsection (a) of this section, the Commissioner shall provide technical assistance to the States and to institutions of higher education. Such technical assistance shall —

- (1) provide a national diffusion network to help assure that effective programs are known among such States and institutions;
- (2) assist with the improvement of planning and evaluation procedures; and,
- (3) provide information about the changing enrollment patterns in postsecondary institutions, and provide assistance to such States and institutions in their efforts to understand these changing patterns and to accommodate them.

(c) The Commissioner shall provide for coordination between community service and continuing education programs (including resource materials sharing programs) conducted by him with all other appropriate offices and agencies, including such offices and agencies which administer vocational education programs, adult education programs, career education programs, and student and institutional assistance

programs.

NATIONAL ADVISORY COUNCIL ON EXTENSION AND CONTINUING EDUCATION

Sec. 112 (a) The President shall, within ninety days of enactment of this part, appoint a National Advisory Council on Extension and Continuing Education (hereafter referred to as the "Advisory Council"), consisting of one representative each of the Department of Agriculture, Commerce, Defense, Labor, Interior, State, and Housing and Urban Development, and the Office of Economic Opportunity, and of such other Federal agencies having extension education responsibilities as the President may designate, and twelve members appointed, for staggered terms and without regard to the civil service laws, by the President. Such twelve members shall, to the extent possible, include persons knowledgeable in the fields of extension and continuing education, State and local officials, and other persons having special knowledge, experience, or qualification with respect to community problems, and persons representative of the general public. The Advisory Council shall meet at the call of the Chairman but not less often than twice a year.

(b) The Advisory Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this part, including policies and procedures governing the approval of State plans under section 105 (b), and policies to eliminate duplication and to effectuate the coordination of programs under this part and other programs offering extension or continuing education activities and services.

(c) The Advisory Council shall review the administration and effectiveness of all federally supported extension and continuing education programs, including community service programs, make recommendations with respect thereto, and make annual reports, commencing on March 31, 1967, of its findings and recommendations (including recommendations for changes in the provisions of this part and other Federal laws relating to extension and continuing education activities) to the Secretary and to the President. The President shall transmit each such report to the Congress together with his comments and recommendations.

(d) In carrying out its functions pursuant to this section, the Advisory Council may utilize the services and facilities of any agency of the Federal Government, in accordance with

agreements between the Secretary and the head of such agency. Subject to section 448 (b) of the General Education Provisions Act, the Advisory Council shall continue to exist until the programs authorized by this part are terminated.

RELATIONSHIP TO OTHER PROGRAMS

Sec. 113 Nothing in this section shall modify any authority under the Act of May 8, 1914 (Smith-Lever Act), as amended (7 U.S.C. 341-848).

LIMITATION

Sec. 114 No grant may be made under this part for any educational program, activity, or service related to sectarian instruction or religious worship, or provided by a school or department of divinity.

Part B — Lifelong Learning

FINDINGS

Sec. 131. The Congress finds that —

(1) accelerating social and technological change have had impact on the duration and quality of life;

(2) the American people need lifelong learning to enable them to adjust to social, technological, political and economic changes;

(3) lifelong learning has a role in developing the potential of all persons including improvement of their personal wellbeing, upgrading their workplace skills, and preparing them to participate in the civic, cultural, and political life of the Nation;

(4) lifelong learning is important in meeting the needs of the growing number of older and retired persons;

(5) learning takes place through formal and informal instruction, through educational programs conducted by public and private educational and other institutions and organizations, through independent study, and through the efforts of business, industry, and labor;

(6) planning is necessary at the national, State, and local levels to assure effective use of existing resources in the light of changing characteristics and learning needs of the population;

(7) more effective use should be made of the resources of the Nation's educational institutions in order to assist the people of the United States in the solution of community problems in areas

such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use; and

(8) American society should have as a goal the availability of appropriate opportunities for lifelong learning for all its citizens without regard to restrictions of previous education or training, sex, age, handicapping condition, social or ethnic background, or economic circumstance.

SCOPE OF LIFELONG LEARNING

Sec. 132. Lifelong learning includes, but is not limited to, adult basic education, continuing education, independent study, agricultural education, business education and labor education, occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use or innovation and research results, and to serve family needs and personal development.

LIFELONG LEARNING ACTIVITIES

Sec. 133. (a) The Assistant Secretary shall carry out, from funds appropriated pursuant to section 101 (b), a program of planning, assessing, and coordinating projects related to lifelong learning. In carrying out the provisions of this section, the Assistant Secretary shall —

(1) foster improved coordination of Federal support for lifelong learning programs;

(2) act as a clearinghouse for information regarding lifelong learning, including the identification, collection, and dissemination to educators and the public of existing and new information regarding lifelong learning programs which are or may be carried out and supported by any department or agency of the Federal Government;

(3) review present and proposed methods of financing and administering lifelong learning, to determine —

(A) the extent to which each promotes lifelong learning,

(B) program and administrative features of each that contribute to serving lifelong learning,

(C) the need for additional Federal support for

lifelong learning, and

(D) procedures by which Federal assistance to lifelong learning may be better applied and coordinated to achieve the purposes of this part;

(4) review the lifelong learning opportunities provided through employers, unions, the media, libraries and museums, secondary schools and postsecondary educational institutions, and other public and private organizations to determine means by which the enhancement of their effectiveness and coordination may be facilitated;

(5) review existing major foreign lifelong learning programs and related programs in order to determine the applicability of such programs in this country;

(6) identify existing barriers to lifelong learning and evaluate programs designed to eliminate such barriers; and

(7) to the extent practicable, seek the advice and assistance of the agencies of the Education Division (including the Office of Education, the National Institute of Education, the Fund for the Improvement of Postsecondary Education, and the National Center for Education Statistics), other agencies of the Federal Government, public advisory groups (including the National Advisory Councils on Extension and Continuing Education, Adult Education, Career Education, Community Education, and Vocational Education.) Commissions (including the National Commission on Libraries and Information Sciences and the National Commission on Manpower Policy), State agencies, and such other persons or organizations as may be appropriate, in carrying out the Assistant Secretary's responsibilities, and make maximum use of information and studies already available.

The review required by clause (3) of this subsection shall include —

(i) a comparative assessment of domestic and foreign tax and other incentives to encourage increased commitment of business and labor;

(ii) a study of alternatives such as lifelong learning entitlement programs or educational vouchers designed to assist adults to undertake education or training in conjunction with, or in periods alternative to employment;

(iii) review of possible modifications to existing Federal and State student assistance programs necessary to increase their relevance to the lifelong learning needs of all adults;

(iv) the organization and design of funding for pre- and post-retirement training and education for the elderly; and

(v) modifications to Federal and State man-

power training, public employment, unemployment compensation, and similar funding programs so as to better facilitate lifelong education and training and retraining for employment.

(b) After consultation with appropriate State agencies, the Assistant Secretary is authorized —

(1) to assist in the planning and assessment to determine whether in each State there is an equitable distribution of lifelong learning services to all segments of the adult population;

(2) to assist in assessing the appropriate roles for the Federal, State, and local governments, educational institutions and community organizations; and

(3) to assist in considering alternative methods of financing and delivering lifelong learning opportunities, including —

(A) identification of State agencies, institutions, and groups that plan and provide programs of lifelong learning,

(B) determination of the extent to which programs are available geographically,

(C) a description of demographic characteristics of the population served,

(D) analysis of reasons for attendance in programs of lifelong learning, and

(E) analysis of sources of funds for the conduct of lifelong learning programs, and the financial support of persons attending programs of lifelong learning.

(c) The Assistant Secretary is authorized, with respect to lifelong learning, to assess, evaluate the need for, demonstrate, and develop alternative methods to improve —

(1) research and development activities;

(2) training and retraining people to become educators of adults;

(3) development of curricula and delivery systems appropriate to the needs of any such programs;

(4) development of techniques and systems for guidance and counseling of adults and for training and retraining of counselors;

(5) development and dissemination of instructional materials appropriate to adults;

(6) assessment of the educational needs and goals of older and retired persons and their unique contributions to lifelong learning programs;

(7) use of employer and union tuition assistance and other educational programs, educational and cultural trust funds and other similar educational benefits resulting from collective bargaining agreements, and other private funds for the support of lifelong learning;

(8) integration of public and private educational

funds which encourage participation in lifelong learning, including support of guidance and counseling of workers in order that they can make best use of funds available to them for lifelong learning opportunities; and

(9) coordination within communities among educators, employers, labor organizations, and other appropriate individuals and entities to assure that lifelong learning opportunities are designed to meet projected career and occupational needs of the community, after consideration of the availability of guidance and counseling, the availability of information regarding occupational and career opportunities, and the availability of appropriate educational other resources to meet the career and occupational needs of the community.

(d) In carrying out the provisions of this section the Assistant Secretary is authorized to enter into agreements with, and to make grants to, appropriate State agencies, institutions of higher

education, and public and private nonprofit organizations.

(e) In carrying out the provisions of this section, the Assistant Secretary shall issue reports summarizing research and analysis conducted pursuant to this section, and shall develop the resources and capability to analyze and make recommendations regarding specific legislative or administrative proposals which may be considered by the President or by the Congress.

REPORTS

Sec. 134. The Assistant Secretary shall transmit to the President and to the Congress a report on such results from the activities conducted pursuant to this part as may be completed by January 1, 1978, together with such legislative recommendations as he may deem appropriate. The Assistant Secretary shall similarly report annually thereafter.

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IT IS IN THE NATIONAL INTEREST OF THE UNITED STATES THAT HIGHER EDUCATION RESOURCES BE DEVELOPED AND AUGMENTED TO THE END THAT LIFELONG LEARNING OPPORTUNITIES FOR ALL CITIZENS, REGARDLESS OF PREVIOUS EDUCATION OR TRAINING, BE WIDELY AVAILABLE TO PROMOTE THE CONTINUED VITALITY OF OUR FREE SOCIETY.

